Public Service Commission of Canada | Commission de la fonction publique du Canada

Public Service Commission
2009-2010
Annual Report

Canada

Public Service Commission

2009-2010

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This report is also available on our Web site at www.psc-cfp.gc.ca.

Catalogue no. SC1-2010E-PDF
ISBN 978-1-100-16762-6

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Minister of Canadian Heritage and Official Languages
House of Commons
Ottawa, Ontario
K1A 0A6

Dear Minister:

We have the honour of asking you to transmit for tabling in Parliament the Report of the Public Service Commission of Canada for the 2009-2010 fiscal year.

It is submitted in accordance with section 23 of the *Public Service Employment Act*, (S.C. 2003, c. 22, ss. 12 and 13).

Yours sincerely,

Maria Barrados
President

Manon Vennat
Commissioner

David Zussman
Commissioner

PSC Mission, Vision and Values Statement

Mission and Vision – Striving for excellence

The Public Service Commission is dedicated to building a public service that strives for excellence. We protect merit, non-partisanship, representativeness and the use of both official languages.

We safeguard the integrity of staffing in the public service and the political impartiality of public servants. We develop policies and guidance for public service managers and hold them accountable for their staffing decisions. We conduct audits and investigations to confirm the effectiveness of the staffing system and to make improvements. As an independent agency, we report our results to Parliament.

We recruit talented Canadians to the public service, drawn from across the country. We continually renew our recruitment services to meet the needs of a modern and innovative public service.

Values to guide our actions

In serving Parliament and Canadians, we are guided by and proudly adhere to the following values:

Integrity in our actions;

Fairness in our decisions;

Respect in our relationships; and

Transparency in our communications.

Table of contents

Chapter 1

Opinion of the Commission 8
- Overall assessment 8
- Areas of progress 10
- Ensuring sustainability 12
- Looking forward 19

Chapter 2

A highly delegated staffing system 24
- Employees under the *Public Service Employment Act* 24
- Overall public service hiring and staffing activities 25
- Hiring activity to the public service by geographic area 27
- Executive Group 29
- Official languages 32
- *Public Service Official Languages Exclusion Approval Order* 34

Chapter 3

Overall performance regarding merit and the guiding values 38
- Overall assessment 38
- Merit 39
- Guiding values 40
- Fairness 41
- Transparency 45
- Access 48
- Representativeness 52

Chapter 4

A non-partisan public service 58
- Challenges to non-partisanship 59
- Safeguarding the non-partisanship of the public service 62
- Non-partisanship in staffing 62
- Political activities regime: Part 7 of the *Public Service Employment Act* 63
- Relationship between the public service and the political sphere 71
- Safeguarding non-partisanship in the 21st century 74

Chapter 5

Management of staffing in departments and agencies 82
- Assessment methodology 82
- Scope of assessment 84
- Overall assessment of key success factors 85
- Delegation of staffing to deputy heads 86
- Imposing conditions on delegation 86

Planning for staffing and monitoring of results 87
Organizational human resources support systems 90
Organizational accountability for results 91
Top performers 93
Efficiency and time to staff 93
Potential for further progress 94
Collective staffing processes 96

Chapter 6

Oversight 100
Audits 100
Studies 101
Oversight review and recommendations 106
Investigations into appointment processes 107
Investigations under specific authorities 109

Chapter 7

Enabling departments and agencies 116
Refinements to the policy suite 116
Priority administration 120
Enabling infrastructure 122
Recruitment of post-secondary graduates 123
Recruitment of students for temporary employment 126
Recruitment statistics and volumes 129
PSC-led pools and inventories 132
Executive resourcing services 133
Assessment services and products 133
Assessment volumes 134
Tailored assessment tools and services 135
Assessment accommodations 135
Second language evaluation 136
Test security 139
E-testing and assessment innovations 140
Public Service Staffing Modernization Project 141

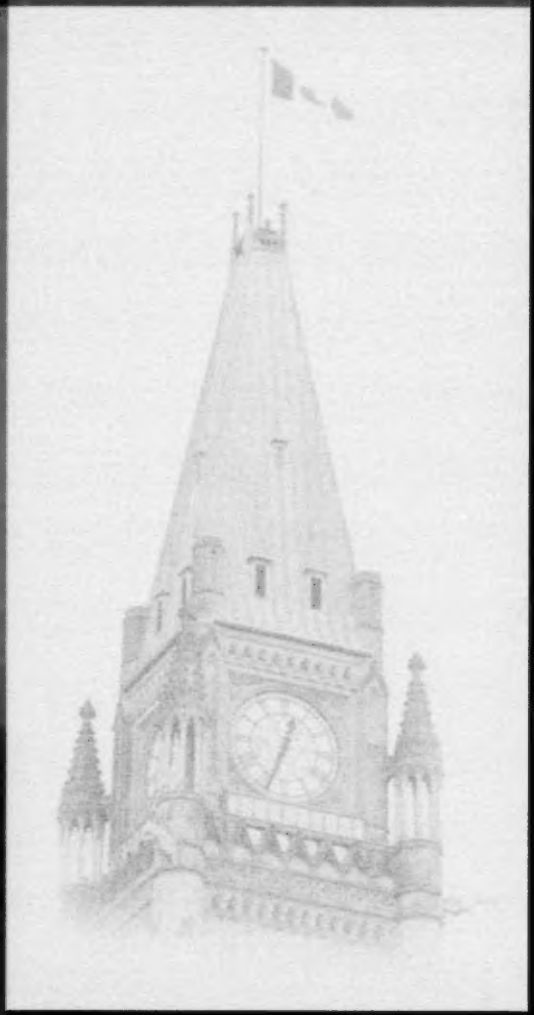
Appendices

Appendix 1 144
Staffing Management Accountability Framework 144
Staffing Management Accountability Framework: Effectiveness and adherence to guiding values 145
Appendix 2 146
Statistical tables 146
Table 36: Overall hiring and staffing activities to and within the public service by type and tenure 147

Table 37: Overall hiring and staffing activities to and within the public service by tenure and previous employment status 147
Table 38: Staffing activities by type and occupational category 148
Table 39: Staffing activities by type and geographic area 149
Table 40: Appointments to the public service to indeterminate and specified term positions greater than three months, by employment equity group and geographic area 150
Table 41: Staffing activities by type and first official language group 151
Table 42: Staffing activities by type, first official language group and language requirements of position 152
Table 43: Student hiring activities and appointments to the public service by recruitment program and geographic area 153
Table 44: Staffing activities by type and organization 154
Table 45: *Public Service Employment Act* population changes by organization 159
Table 46: Priority administration (public service total) 163
Table 47: Number and distribution of applicants to the Post-Secondary Recruitment campaign (fall 2009) by home province or territory 164
Table 48: Geographic and educational profile of Federal Student Work Experience Program applicants 165
Table 49: Percent distribution of applicants to external advertisements and Canadian population 166
Table 50: Applications and appointments for nationally advertised jobs by geographic area – Officer-level 167
Table 51: Applications and appointments for nationally advertised jobs by geographic area – Non-officer-level 168
Appendix 3 169
Specific restrictions and conditions applied to organizations following results of Public Service Commission oversight activities (in effect as of March 31, 2010) 169
Appendix 4 170
Audit and Studies Plan – 2011 and 2012 170
Summary of audits and studies underway or planned for release in 2011 and 2012 170
Appendix 5 172
Review of Public Service Commission Oversight – Action Plan 172
Appendix 6 178
Glossary 178
Biographies 191
Public Service Commission organization chart 195
Offices of the Public Service Commission 197

Chapter 1

Opinion of the Commission



1 Opinion of the Commission

1.1 In 2009-2010, the Public Service Commission (PSC) continued to play its unique and essential role to ensure, on behalf of Parliament and Canadians, a professional, merit-based, non-partisan public service.

1.2 This is our last Annual Report as Commissioners and our fourth since the *Public Service Employment Act* (PSEA) came into force in 2005. As the first Commissioners appointed under the current Act, we feel a particular responsibility to provide Parliament with our views on where progress has been made in realizing the potential of the Act since 2005, where improvements are still required and what is needed to further embed and sustain the values-based system that is a cornerstone of the Act in the future.

As the first Commissioners appointed under the current Act, we feel a particular responsibility to provide Parliament with our views on where progress has been made in realizing the potential of the Act since 2005...

1.3 This year's Annual Report focuses on the results of the PSC's activities in 2009-2010, placed in the broader context of the emerging pressures on the public service. We will be elaborating on many of our observations in this Opinion in the PSC's contributions to the legislative review of the *Public Service Modernization Act* and in the PSC's Special Report to Parliament on its assessment of the PSEA, to be tabled in the spring of 2011.

1.4 We would like to take this opportunity to mark the passing of Professor Ted Hodgetts, at age 91, in the spring of 2009. With his passing, both the Canadian academy and the federal public service lost a legendary figure. Ted was a special friend of the PSC. The seminal 1972 study of the PSC's predecessor organization, *The Biography of an Institution: The Civil Service Commission 1908-1967*, which he co-authored, remains the book to read about the origins of Canada's merit-based, non-partisan public service. The book has provided us with guidance in our role as Commissioners. Ted also gave us and several generations of students and public servants a vision of what is required to independently safeguard the merit and non-partisanship of the public service – and why it is essential to do so.

Overall assessment

1.5 In 2009-2010, the public service continued to experience growth, as it has over the past decade. However, for the first time in three years, the overall pace of growth slowed. As of March 2010, there were 216 045 individuals in organizations for which the PSC has delegated its authority to make appointments to deputy heads. This represented an increase of 3.4% from March 2009, compared to an increase of 4.5% between March 2008 and March 2009. Of the 3.4% increase in the population, over 3% was attributable to growth in the number of

indeterminate employees, 0.15% in the number of individuals in specified period (term) positions, 0.14% in student hires and 0.06% in casual workers.

1.6 Most of the growth in the population occurred in five organizations, namely Correctional Service Canada, Environment Canada, Citizenship and Immigration Canada, Human Resources and Skills Development Canada and Public Works and Government Services Canada. The latter three were identified as having roles in delivering Budget 2009: Canada's Economic Action Plan (EAP). All of the organizations with roles in delivering the EAP accounted for half of the total growth in the population between March 2009 and March 2010.

We believe that the focus of all stakeholders must now shift from implementing the system to ensuring its sustainability for the future.

1.7 The slowdown in growth was reflected in hiring and staffing activities in 2009-2010. Over the course of the fiscal year, organizations under the PSEA conducted 2.2% fewer hiring and staffing activities than they did in 2008-2009.

1.8 Based on the PSC's various oversight activities in 2009-2010, significant progress has been made in implementing the PSEA over the past four years. The essential elements of the Act are in place and advances continue to be made in achieving the objectives of the Act as they relate to the regime for staffing and political activities.

1.9 We have concluded this year that the core values of the system, merit and non-partisanship, are being respected overall and the guiding values of fairness, access, transparency and representativeness are generally being respected in staffing decisions across the public service. However, despite almost five years of operation under the current legislative and policy framework, public servants at all levels are still not consistently demonstrating that they understand how to apply and operationalize the core and guiding values in their decisions.

We recognize the magnitude of cultural and other changes that were required to move from a predominantly rules-based approach to a mainly values-based one.

1.10 We believe that the focus of all stakeholders must now shift from implementing the system to ensuring its sustainability for the future. This means addressing the outstanding issues where further effort is still required. It also means ensuring that the system is able to effectively respond and adapt to new challenges as they arise so that Canadians will continue to benefit from a professional, merit-based, non-partisan public service in the coming decades.

1.11 We recognize the magnitude of cultural and other changes that were required to move from a predominantly rules-based approach to a mainly values-based one. A more concerted effort involving all key stakeholders – deputy heads, managers, employees, central agencies,

the human resources community and the PSC – is now required to realize a genuinely values-based approach and ensure momentum, rather than retrenchment, in the face of challenges.

Areas of progress

Progress has been made... with a key role played by deputy heads and the public service renewal agenda led by the Clerk of the Privy Council.

1.12 In our first Annual Report in 2003-2004, we observed that the PSEA presented an opportunity to address a number of long-standing areas of concern. We noted the following specific areas of concern: organizational human resources planning and capacity; the use of short-term hiring; the movement of university graduates into the public service; and access to public service positions.

1.13 Progress has been made on these issues, with a key role played by deputy heads and the public service renewal agenda led by the Clerk of the Privy Council. We would like to highlight the following in particular:

- Staffing priorities and strategies have continued to improve, with 63% of departments and agencies demonstrating "acceptable" or "strong" performance in this area in 2009-2010, compared to 15% in 2007-2008, based on PSC monitoring.
- The proportion of new indeterminate hires with no prior experience in the public service has increased from 15.9% in 2004-2005 to 37.0% in 2009-2010.
- The duration of acting appointments has become shorter, with an average duration for the 2007-2009 period of 13.5 months if the acting ended in a promotion and 12.5 months if it ended without a promotion (compared to 15 months and 13 months respectively in 2002-2004).
- The total proportion of students participating in the Federal Student Work Experience program and the Co-operative Education and Internship program with subsequent employment in the public service (term or indeterminate) rose from 22.5% in the 1997-2005 reference period to 26.2% in 2006-2007, a slight drop from 27.9% in 2005-2006.
- In 2009-2010, a total of 1 643 graduates were hired into term and indeterminate positions under the Post-Secondary Recruitment program, a significant contribution to the Clerk of the Privy Council's 2009-2010 Public Service Renewal Action Plan.
- All externally advertised appointment processes for indeterminate and long-term (greater than six months) positions are now open to Canadians across the country and about one out of every

four appointments in the National Capital Region is made to an applicant from another part of the country, compared to 12% in 2006-2007, when the *National Area of Selection Policy* began to be implemented.

- Three of the four employment equity groups – women, visible minorities and Aboriginal peoples – are now appointed to the public service at a proportion exceeding their respective workforce availability.

1.14 In 2003-2004, we also set out a roadmap for establishing the PSC as a strong, relevant organization in the new regime for staffing and political activities. Much has now been achieved in the areas we specifically identified and others:

- The PSC has delegated almost all appointment and appointment-related authorities to deputy heads.
- We have articulated our expectations about organizational performance and accountability in the highly delegated staffing system in Appointment Delegation and Accountability Instruments, the Appointment Policy Framework and the Staffing Management and Accountability Framework.
- The Appointment Policy Framework and supporting guidance, as well as PSC staffing and assessment services and tools, are reviewed and refined on an ongoing basis in light of experience and in order to better respond to the needs of departments and agencies. The PSC has also put the infrastructure in place to adapt to a cost recovery environment.
- The PSC's monitoring, audit and investigations activities were determined to be appropriate by an independent review committee in 2008-2009. In response to the committee's recommendations, we have introduced changes this year to further improve the approach, such as the development of the Consolidated Audit Report which we are pleased to be tabling in Parliament at the same time as this Annual Report.
- The regime for administering Part 7 of the PSEA regarding the political activities of public servants is operating effectively, and the PSC introduced improvements this year to streamline the approval process for municipal candidacy requests and to continue to raise awareness amongst public servants across the country about their rights and responsibilities with respect to political activities.

Ensuring sustainability

1.15 Almost five years after the coming into force of the PSEA, the goal must now be to address outstanding areas of concern, such as the use of the non-permanent workforce and temporary help services, time to staff and safeguarding non-partisanship, and to ensure the sustainability of the current system in the face of internal and external pressures. One of the chief overarching issues that has proved much more intractable than anticipated has been the shift to a mainly values-based approach.

...we are concerned that the behaviour of managers and employees suggests that the values and their interconnections are not yet sufficiently understood and decision-making is not yet sufficiently values-based.

Realizing a values-based system

1.16 In a values-based system, a set of core principles is established and employees act in line with the principles out of a shared understanding of those principles and their importance to the organization. A values-based approach is widely considered to improve morale, as well as consistency and reliability in decision-making. It depends on the appropriate exercise of judgement by individuals at all levels and ensuring that they are held accountable for their decisions.

1.17 Values and values-based decision-making are critical elements in both the highly delegated staffing system established by the Act and Part 7 of the Act governing political activity by public servants. The predominately values-based approach that is required is one in which decisions are made based on the core values of merit and non-partisanship and the guiding values of access, fairness, transparency and representativeness. Such decisions, both individually and collectively, are the foundation of a professional, merit-based, non-partisan public service.

1.18 Based on our oversight activities this year and over the previous three years, we are concerned that the behaviour of managers and employees suggests that the values and their interconnections are not yet sufficiently understood and decision-making is not yet sufficiently values-based. We also note that there are persistent inconsistencies in implementation of the values-based approach across organizations, for instance in the use of advertised versus non-advertised appointment processes and in the documentation of decisions.

1.19 The success of any values-based approach requires that employees understand the underlying values and that the values provide meaningful, practical direction for decision-making. The core values of merit and non-partisanship and the guiding values are inherently interconnected. Decisions are necessarily the result of implicit or explicit trade-offs between them. Moreover, as the PSC's analysis of fairness this year shows (see Chapter 3), these trade-offs can affect employees' perceptions of the values and have implications for confidence in the system overall.

1.20 We believe that it is essential for managers and employees to have enhanced information, guidance and tools for the full potential of the values-based approach to be realized. The PSC is committed in 2010-2011 to strengthening its understanding of how a values-based system should work and communicating its expectations to public servants. The PSC will begin to offer a values workshop in order to help managers better understand how to apply the core and guiding values in their staffing decisions and the impacts these decisions have at the individual, organizational and public service-wide level. We will also be developing new ways to raise awareness with employees about the implications their decisions about participating in political activities have for the non-partisanship of the public service. Together, these activities will play an important role in managing risks and enabling public servants at all levels to apply the core and guiding values and make the kinds of values-based decisions that are fundamental to a merit-based, non-partisan public service.

...it is essential for managers and employees to have enhanced information, guidance and tools for the full potential of the values-based approach to be realized.

1.21 At the same time, we believe that refinements in the PSC policy suite will also play an important role in helping root the values and the values-based system more deeply. The *Appointment Policy Framework* will be amended in 2010-2011 to add a *Merit and Appointment Values Policy*, which will explicitly require managers to respect the core and guiding values in their staffing decisions. In addition, the *Choice of Appointment Process Policy* will be revised to establish advertised processes as standard practice in most situations because they best reflect the guiding values. These changes will further help ensure both managers and employees understand the values and the impacts of staffing-related decisions. They will also provide another tool to help foster the communication and engagement that is required across the public service to fully enable values-based decision-making.

Use of casual workers

1.22 The PSC recognizes the need to hire casual workers to meet short-term requirements and bring in special expertise. However, as we noted in our 2008-2009 Annual Report, the advantages that casual workers have in subsequent appointments to the public service and the increasing use of casual employment as a source of permanent hires are areas of concern.

1.23 Section 50 of the PSEA provides for casual employment. Casual workers are excluded from the provisions of the Act, including merit. They tend to have previous public service experience and to be drawn from local areas, impacting on the guiding values of access and representativeness. In addition, in subsequent appointments of casuals to indeterminate positions, these workers have an advantage over other candidates because of the knowledge, expertise and exposure they acquired while employed as a casual worker.

1.24 The benefits of casual workers who have previous experience in the federal public service must be balanced with the core and guiding values. Based on the PSC's update this year to its statistical study, *New indeterminate employees: Who are they? (Update)*, progress continues to be made in ensuring access to indeterminate public service employment. The proportion of new indeterminate hires with no prior experience in the public service, including as a casual, increased to 37.0% in 2009-2010, from 15.9% in 2004-2005. However, the PSC's report entitled *To what extent do casuals become employed under the* Public Service Employment Act*? (Update)* found that the proportion of casuals with subsequent appointment as a specified term or indeterminate employee continued to increase, to 54% in 2008-2009 compared to 41% in the 1997-2005 reference period.

1.25 Inappropriate use of casual employment has negative implications for the guiding values of access, fairness, transparency and representativeness. The PSC will be examining this issue further in the year ahead as part of its assessment of the Act and will present its views on the actions that are required in its Special Report to Parliament in the spring of 2011.

Temporary help services

1.26 In response to a request from Parliament in April 2009, the PSC undertook a study of the use of temporary help services this year. The use of temporary help services is appropriate when managers are dealing with short employee absences and temporary increases in workload and when there is an ongoing staffing process. Although there is a role for temporary help services to address short-term needs, the study found improper use of these services to address long-term staffing needs which should be addressed by mechanisms covered under the PSEA. The PSEA requires that staffing of the permanent and non-permanent public service workforce be subject to the Act.

1.27 The use of temporary help services is a contracting matter, with the policy framework for using these services set out in the *Treasury Board Contracting Policy*. However, like staffing under the PSEA, the use of temporary help services is one of the resourcing options available to managers to meet operational requirements. The study found that the decision to use temporary help services is left in the hands of individual managers, who are provided with little guidance to determine when an extensive use of these services, or a continuous use of individual temporary help workers, bypasses the PSEA and has significant adverse effects on merit, fairness and access.

1.28 The PSC's study found that overall expenditures on temporary help services are small relative to those for professional services (i.e. services provided by individuals with significant training, qualifications and

expertise in a professional, scientific, technical or managerial field) and small compared to those for employment subject to the PSEA. However, expenditures on temporary help services have grown at a faster rate than expenditures on other resourcing options available to managers. Based on the study sample, the PSC found that a sizeable proportion of contracts for temporary help services were for one year or more and that a number of temporary help workers were hired as casuals or terms shortly before or after their contract by the same organization. This suggests a continuous use over the longer term of resources intended for short-term use. Furthermore, the PSC found that approximately one in five temporary help workers became employed in public service jobs after their contract, the majority eventually into permanent employment.

1.29 The PSC is committed to consulting with the Treasury Board of Canada Secretariat and Public Works and Government Services Canada to address issues raised in this study, including providing guidance on how to use temporary help services while respecting the values of the PSEA. In the coming year, the PSC will examine approaches for addressing policy, legislative or regulatory gaps and improving alignment between non-permanent PSEA staffing mechanisms and temporary help services.

In the coming year, the PSC will examine approaches for addressing policy, legislative or regulatory gaps and improving alignment between non-permanent PSEA staffing mechanisms and temporary help services.

Time to staff

1.30 Timely staffing processes allow the public service to maintain effective operations and program delivery and enable managers to compete more effectively with other prospective employers. Timely staffing also ensures that employees are appointed more quickly and in place to contribute to the work that is required.

1.31 Based on the PSC's analysis of the Survey of Staffing – Managers, there has been a significant reduction in the time required to staff collective advertised processes, as measured by managers' estimate of the total elapsed time between when a staffing request form is submitted and when the appointees first report for their new position. The average time to staff these processes has dropped from 27.4 weeks in the 2007-2008 reference period to 24.7 weeks in the 2008-2009 reference period. Overall, the average time to staff indeterminate positions through an advertised process has remained relatively stable (at 23.5 weeks in 2007-2008 and 23.0 weeks in 2008-2009), as has the average time to staff for distinct advertised processes (at 22.1 weeks in 2007-2008 and 21.5 weeks in 2008-2009).

Despite the significant reduction in time to staff for collective advertised processes, time to staff overall remains an area of concern for the PSC.

1.32 Despite the significant reduction in time to staff for collective advertised processes, time to staff overall remains an area of concern for the PSC. The existing legislative and policy frameworks are not the principal factors affecting time to staff, as demonstrated by the fact that staffing

systems in a number of other jurisdictions, including Australia and the United States, operate within different frameworks, yet time to staff is a shared area of concern. We firmly believe that further efficiencies can be achieved within the existing frameworks established by the PSEA and PSC policies. However, they must not be achieved at the expense of the core values of merit and non-partisanship and the guiding values.

1.33 Further efficiencies can be gained — and the PSEA and PSC policies respected — in a number of ways. The PSC's evaluation of PSC-led pools and *Audit of appointments from collective staffing processes* offer added insight into these staffing strategies from both an external and internal recruitment perspective respectively. This work confirms that strong human resources planning and project management are necessary for efficient management of collective processes and collective processes can be successful in suitable situations (e.g. entry-level positions with high similarity between them). Other key factors are the formation of a unit specifically tasked to manage collective processes, clear roles and responsibilities and good communication and relationships between hiring managers and their human resources advisors. The PSC's analysis of time to staff suggests that learning also plays a role and that staffing has become more efficient for both collective and distinct processes as managers have become more familiar with the flexibilities available to them.

The PSC believes that in order to ensure sustainability for the future, organizations must become more aggressive in reducing time to staff.

1.34 Over the past year, the PSC has worked with departments and agencies to create new PSC-led pools and inventories to better meet the hiring needs of organizations seeking to staff similar positions through economies of scale. We have continued to develop innovative tools for enhancing on-line recruitment, for use by the PSC, other organizations and job seekers everywhere. The PSC will continue to work with organizations in the year ahead to refine these approaches and identify further opportunities to make staffing more efficient, while respecting merit and non-partisanship and the guiding values.

1.35 The PSC believes that in order to ensure sustainability for the future, organizations must become more aggressive in reducing time to staff. As some have already done, in 2010-2011 the PSC will be encouraging departments and agencies to establish benchmarks for time to staff in order to realize the efficiencies that are still possible under the PSEA and PSC policies, while continuing to respect merit, non-partisanship, fairness, access, transparency and representativeness. To support this, the PSC will consider how it could make relevant data available to interested organizations to enable them to set appropriate benchmarks and monitor performance.

Safeguarding non-partisanship

1.36 We concluded in our 2008-2009 Annual Report that a significant reconsideration of non-partisanship is required and committed to launching a broad dialogue on how the PSC should move forward on implementing its responsibilities under the PSEA to independently safeguard the non-partisanship of the federal public service.

1.37 Traditionally, the non-partisanship of the public service has been protected by ensuring that appointments are free of political influence. Today, protecting the non-partisanship of the public service is more complex and challenging. It is a matter of staffing, but it is also a broader matter of addressing the conduct of public servants and the impact their conduct has on the public service as an institution.

...we believe that new tools and approaches are required to address the most significant risks and ensure the political impartiality of the public service for the future.

1.38 Over the past year, the PSC has paid special attention to this issue. We have reviewed the results of PSC investigations, undertaken new research and data analysis and held a series of consultations with top-level experts. As a result, we believe that new tools and approaches are required to address the most significant risks and ensure the political impartiality of the public service for the future.

1.39 In March 2010, the PSC held a national symposium on "Safeguarding a Non-Partisan Public Service in the 21st Century", with the University of Ottawa's Graduate School of Public and International Affairs and about 25 recognized experts from Canada and abroad. The symposium underscored two key issues for us.

1.40 Many Westminster democracies around the world are wrestling with issues related to the politicization of their public services, as reflected in debates about over-responsiveness, protection of private and public interests and political control over appointments. The evolving relationship between the public service and the political sphere is fundamental to the non-partisanship of the public service. It can help sustain and reinforce it, but also create challenges for it.

1.41 Public servants are participating, often with a high profile, in an ever-broadening range of activities that are outside the definition of "political activity" in the PSEA as it has been interpreted to date, but that may impair or be seen to impair the political impartiality of the public service. For example, involvement by public servants in certain outside causes or advocacy organizations may impair, or be seen to impair, their ability to perform their duties in a non-partisan way, or the non-partisanship of the public service overall. The participation of public servants in new social media also raises concerns given its potential visibility and reach. Public servants have constitutionally

protected rights to freedom of political expression and freedom of association. However, those rights must be balanced with the collective interest of Canadians in a public service that is, and is seen to be, non-partisan.

1.42 We have concluded based on our activities over the past year that some of the most significant risks to the non-partisanship of the public service stem from tension regarding appropriate roles and responsibilities, rather than political interference *per se*. We believe that there is a need to raise awareness amongst new members of Parliament and ministerial staff about the respective roles and responsibilities of elected officials and public servants in staffing and other matters, beyond the guidance presently provided in the document entitled *Accountable Government: A Guide for Ministers and Ministers of State – 2008*, prepared by the Privy Council Office, and the Treasury Board of Canada Secretariat's *Policies and Guidelines for Ministers' Offices*. We also believe a code of conduct for ministerial staff is required.

...some of the most significant risks to the non-partisanship of the public service stem from tension regarding appropriate roles and responsibilities, rather than political interference per se.

1.43 Governor-in-Council (GIC) appointments are appointments made by the Governor General, on the advice of Ministers. As with other public service appointments, appointments of former GIC appointees to the public service must be made in accordance with the PSEA and the core and guiding values and must not be the result of unfair access to public service positions. Once appointed to the public service, former GIC appointees must perform, and must be seen to perform, their duties in a politically impartial manner, especially given the senior levels to which they are often appointed.

1.44 We are also concerned about the risk to the non-partisanship of the public service that arise from the system-level impacts of the many individual decisions that public servants make about participating in political activities. The Act recognizes the right of public servants to participate in political activities provided that participation does not impair, or is not seen to impair, their ability to perform their duties in a politically impartial manner. Employees seeking to be nominated as, or be, a candidate in a federal, provincial, territorial or municipal election must seek prior permission from the PSC.

1.45 However, those considering participating in an activity in support of, within, or in opposition to a political party or candidate before or during an election period are expected to exercise their own judgement in deciding whether this would impair, or be seen to impair, their ability to perform their duties in politically impartial manner. We believe that appropriate decisions are generally being made. However, we also believe that these decisions have wider implications for the real and perceived political impartiality of the public service as an institution that are not

given enough weight in individual decision-making. We also believe that, given the broad range of activities that public servants can participate in that have politically partisan goals, the definition of political activities in the PSEA must be given a broader interpretation in order to safeguard the real and perceived non-partisanship of the public service in the years ahead.

1.46 In 2010-2011, the PSC is committed to building on the results of its dialogue with experts and other activities over the past year in order to outline its position on a renewed vision for a non-partisan public service as part of its assessment of the PSEA. We will be expanding our dialogue on safeguarding non-partisanship to include Parliamentarians and Canadians. We will be exploring options for broadening the interpretation of political activities under the PSEA. We will also be examining the extent to which PSC policies and guidelines and the PSEA regulations can be used to refine the PSC's approach to implementing its responsibilities.

In 2010-2011, the PSC is committed to building on the results of its dialogue with experts and other activities over the past year in order to outline its position on a renewed vision for a non-partisan public service as part of its assessment of the PSEA.

Looking forward

1.47 This is a critical time for Canada's public service. A professional, merit-based, non-partisan public service is essential to Canada's system of democratic governance and the economic and social well-being of the country. Canadians count on the federal public service to deliver reliable, essential programs and services without favour or bias and to provide independent, expert advice to ministers on complex policy matters.

1.48 At the same time, the current fiscal environment may create new challenges for fully realizing the values-based approach at the core of the existing legislative and policy framework given its current state of maturity. Fully realizing the values-based approach is key to a robust public service for the future. Retrenchment is a risk; continued forward momentum must be the goal.

Fully realizing the values-based approach is key to a robust public service for the future. Retrenchment is a risk; continued forward momentum must be the goal.

1.49 The 2010 Federal Budget laid out the government's plan to require departments to meet negotiated pay increases for their employees through reallocation and the freezing of operating budgets at 2010-2011 levels through to 2012-2013. The early signs are that the rate of growth of the public service will slow further in the year ahead, as will the level of staffing activity.

1.50 All stakeholders have a responsibility to ensure that merit and non-partisanship and the guiding values of access, transparency, fairness and representativeness are respected as organizations manage their operating budgets and employees face the prospects of potentially reduced opportunities for lateral and upward mobility in the short to medium term.

1.51 In addition, as the baby boomers continue to move towards retirement age, the public service will still need to attract highly qualified new recruits, whether new to the workforce or in mid-career. Targetted human resources plans and strategies, including succession plans and talent management, will be increasingly valuable tools for managers as they seek to ensure vacancies are filled with the right people within available budgets.

This is a critical time for the public service, but also for the PSEA. The current environment will test the legislative and policy framework. We are optimistic that it is up to the challenge.

1.52 Today, more than half (54%) of all permanent public servants have ten years or less of continuous service. This underscores the ongoing importance of ensuring that public servants understand the core and guiding values and are adept at applying them.

1.53 Budget 2010 also announced a commitment to conduct a government-wide review of administrative services to eliminate duplication and improve efficiency. We firmly believe that there is significant scope to achieve further efficiencies in staffing within the current framework and respecting the core values of merit and non-partisanship and the guiding values. As we observed earlier, the PSC will continue to support departments and agencies as they seek to find innovative services, tools and technologies to help drive out inefficiencies. We also challenge managers to take a more aggressive approach by setting benchmarks for time to staff.

1.54 This is a critical time for the public service, but also for the PSEA. The current environment will test the legislative and policy framework. We are optimistic that it is up to the challenge. Progress has been made in many of the key areas of concern identified prior to implementation of the current framework. Significant investments have been made in developing integrated human resources and financial plans and strategies and these position organizations well to operate effectively in an environment of restraint, while respecting the core and guiding values. The system has consistently demonstrated an ability to learn, respond and adapt to change based on experience over the past four years.

1.55 Caution is still required. Ensuring sustainability for the future – and avoiding retrenchment in the short term – depends on addressing outstanding issues, such as the use of the non-permanent workforce and the use of temporary help services. Moreover, and most fundamentally, all stakeholders, including the PSC, must work together to ensure that public servants fully understand how to implement the core and guiding values and how to make the values-based approach at the core of the current framework a reality.

1.56 As of the end of 2009-2010, the PSC has more than four years of data from its ongoing monitoring, studies, audits and investigations related to the operation of the PSEA. It is timely and appropriate given our responsibility to provide assurance to Parliament to complete an independent, preliminary assessment of the Act that recognizes the magnitude of the effort required to implement the letter and the spirit of the Act. Our goal is to provide Parliamentarians with our views in the spring of 2011 and help ensure that they are prepared to consider the results of the formal legislative review of the *Public Service Modernization Act*, including the PSEA, for which the President of the Treasury Board is responsible.

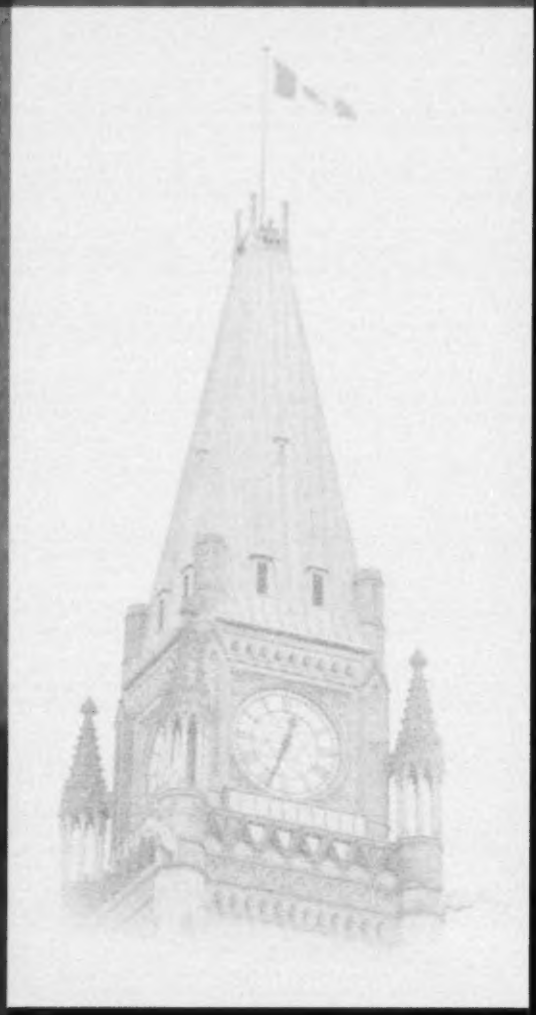
1.57 As we noted in last year's Annual Report, we have singled out three issues for detailed attention in our report to Parliament: merit, non-partisanship and recourse. We will also be addressing how to harness the progress that has been made in implementing the PSEA and achieve the kind of values-based approach that is required to realize the Act's full potential. At this point, we do not believe that major legislative change is in order; on the contrary, sustainability for the future is most likely to be attained through adjustments in other instruments.

At this point, we do not believe that major legislative change is in order; on the contrary, sustainability for the future is most likely to be attained through adjustments in other instruments.

1.58 In closing, our mandates as Commissioners end on May 20, 2011. As this date approaches, the importance of effective succession planning at the Commission grows. We encourage the government to move forward in a timely way to appoint the next Commissioners in order to ensure a smooth transition and seamless service to Parliament, Canadians and departments and agencies.

Chapter 2

A highly delegated staffing system



2 A highly delegated staffing system

2.1 The *Public Service Employment Act* (PSEA) provides the Public Service Commission (PSC) with the authority to make appointments to and within the public service. The PSC then delegates the greater part of this authority to deputy heads so that they may staff positions, manage resources and lead their personnel to achieve results for Canadians. This delegation is accomplished through the Appointment Delegation and Accountability Instruments (ADAIs) created for each organization under the authority of the PSEA. Deputy heads may, in turn, sub-delegate their authorities to managers within their organization.

2.2 The terms of the ADAIs require deputy heads to put in place their own frameworks based on the Staffing Management Accountability Framework (SMAF) and actively monitor the application of their delegated authorities. Details of the SMAF are included in Appendix 1 and the PSC's assessment of the performance of deputy heads is presented in Chapter 5.

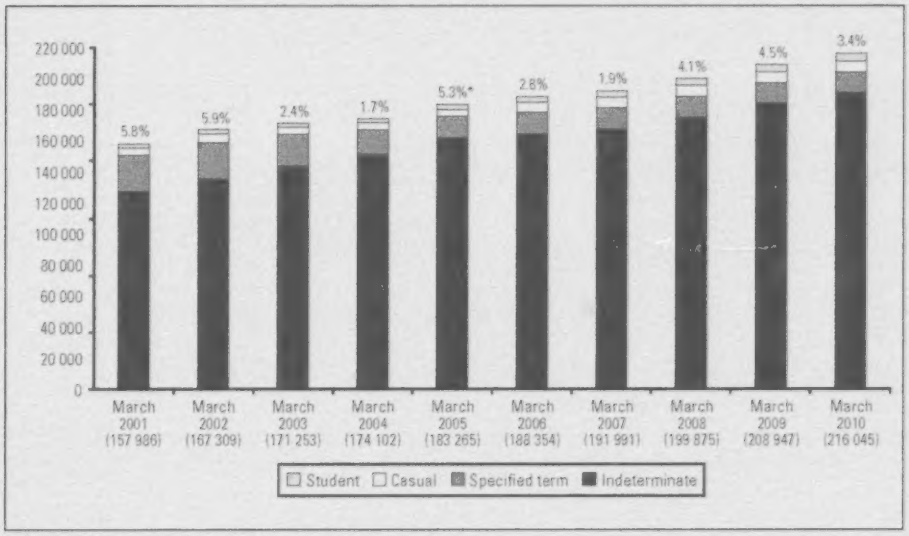
2.3 The SMAF provides deputy heads and sub-delegated managers with a flexible, responsive means of managing staffing within their organizations. It provides the PSC with a means to report to Parliament on the integrity of the staffing system.

Employees under the *Public Service Employment Act*

2.4 On March 31, 2010, there were 84 ADAIs in effect between the PSC and deputy heads. The organizations covered by the ADAIs represented a total of 216 045 individuals, including 190 317 in indeterminate positions, 13 478 in specified term positions, 7 279 casual workers and 4 971 students. This represented growth of 3.4% over the previous year. However, for the first time in three years, the overall pace of growth slowed.

2.5 The PSC also oversees the political activities of over 45 000 additional individuals who are subject to only Part 7 of the PSEA which governs these activities.

Figure 1: *Public Service Employment Act* population by tenure, year and annual population growth (%)



Source: Public Service Commission population files

* The growth in March 2005 includes the transfer of 9 507 employees from the Canada Revenue Agency to the Canada Border Services Agency. The number of employees in other organizations under the *Public Service Employment Act* decreased by 0.2% from March 2004 to March 2005.

2.6 The most significant growth occurred in five organizations: Human Resources and Skills Development Canada, Correctional Service Canada, Environment Canada, Citizenship and Immigration Canada and Public Works and Government Services Canada which contributed approximately 61% of the population increase over the last year, while representing 32.3% of the total PSEA population. Table 45 in Appendix 2 provides a detailed listing of population changes by organization from March 2009 to March 2010.

Overall public service hiring and staffing activities

2.7 As population growth in the public service began to taper off in 2009-2010, the level of staffing activity in the public service also showed signs of decreasing.

2.8 Organizations under the PSEA conducted 123 920 hiring and staffing activities in 2009-2010, a decrease of 2.2% over the previous fiscal year. Of these activities, 90 127 were appointments to or movement within the public service, consisting of 74 777 indeterminate and 15 350 specified term appointments. In addition to these appointments, 19 134 casual hires and 14 659 student hires were made in 2009-2010.

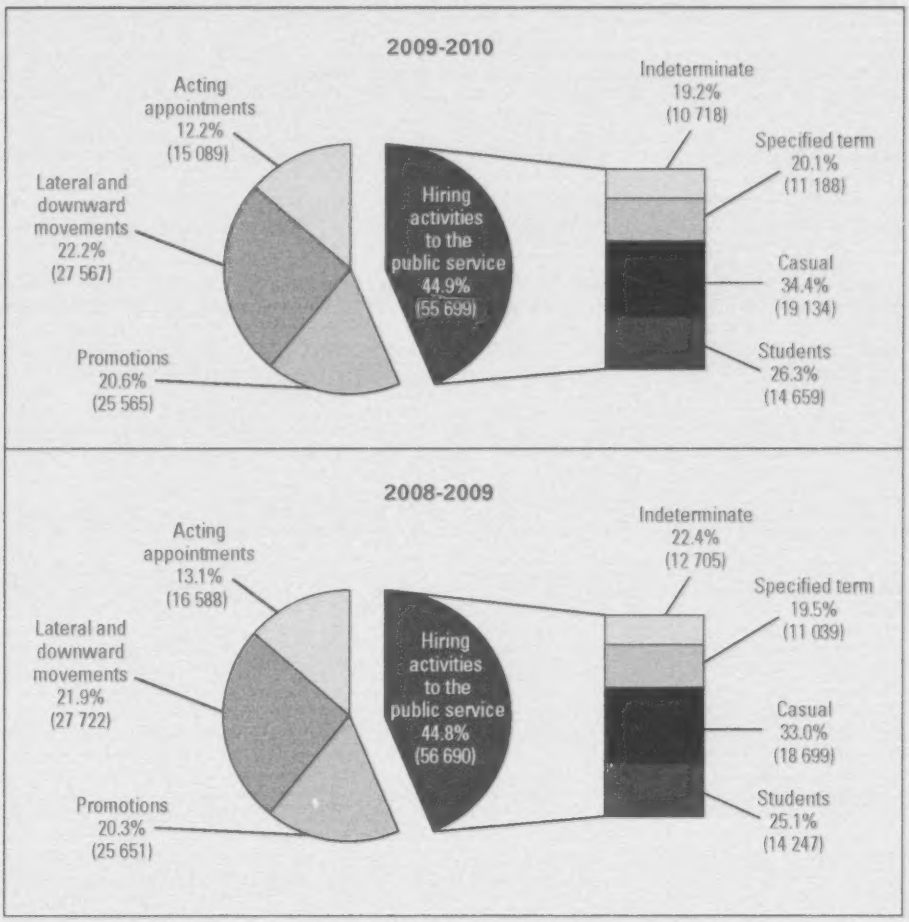
Organizations under the PSEA conducted 123 920 hiring and staffing activities in 2009-2010, a decrease of 2.2% over the previous fiscal year.

2.9 Decreases in staffing activity were seen within the public service as well as in hiring from outside the public service. Hiring activity to the public service totalled 55 699 during 2009-2010, a decrease of 1.7% from the previous fiscal year. Staffing activities within the public service decreased by 2.5%.

2.10 The number of new indeterminate hires from outside the public service decreased significantly in 2009-2010 to 10 718 appointments from 12 705 in 2008-2009 (or 15.6%). New indeterminate hires represented 19.2% of all new hires, a decrease from 2008-2009 when new indeterminate hires represented 22.4% of all new hires.

Decreases in staffing activity were seen within the public service as well as in hiring from outside the public service.

Figure 2: Overall hiring and staffing activities under the *Public Service Employment Act* by fiscal year[1]


2009-2010
Acting appointments 12.2% (15 089)
Lateral and downward movements 22.2% (27 567)
Promotions 20.6% (25 565)
Hiring activities to the public service 44.9% (55 699)
Indeterminate 19.2% (10 718)
Specified term 20.1% (11 188)
Casual 34.4% (19 134)
Students 26.3% (14 659)
2008-2009
Acting appointments 13.1% (16 588)
Lateral and downward movements 21.9% (27 722)
Promotions 20.3% (25 651)
Hiring activities to the public service 44.8% (56 690)
Indeterminate 22.4% (12 705)
Specified term 19.5% (11 039)
Casual 33.0% (18 699)
Students 25.1% (14 247)

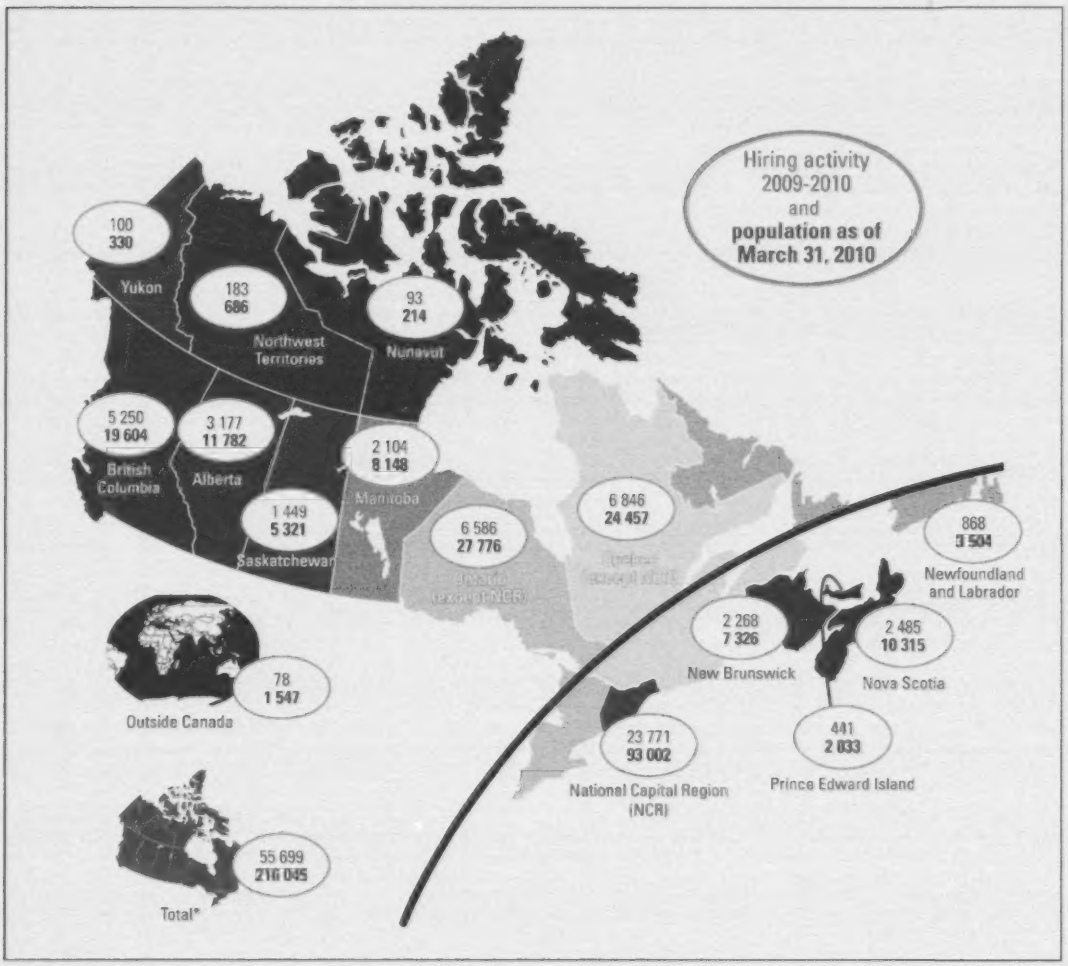
Source: Public Service Commission hiring and staffing activities files

[1] Please see technical notes, Table 36 within Appendix 2.

Hiring activity to the public service by geographic area

2.11 Figure 3 shows the distribution of hiring activity (indeterminate, specified term, casual and students) and population figures by geographic area. The decrease in overall hiring activity was reflected in the hiring activity of half of the geographic areas. However, notable increases in the absolute number of hiring activities occurred in British Columbia and Manitoba in 2009-2010. The continued growth in the number of employees in organizations under the PSEA as of March 31, 2010, occurred in all regions except Newfoundland and Labrador, Prince Edward Island and the Yukon.

Figure 3: Hiring activity under the *Public Service Employment Act* compared to its population by geographic area[1]

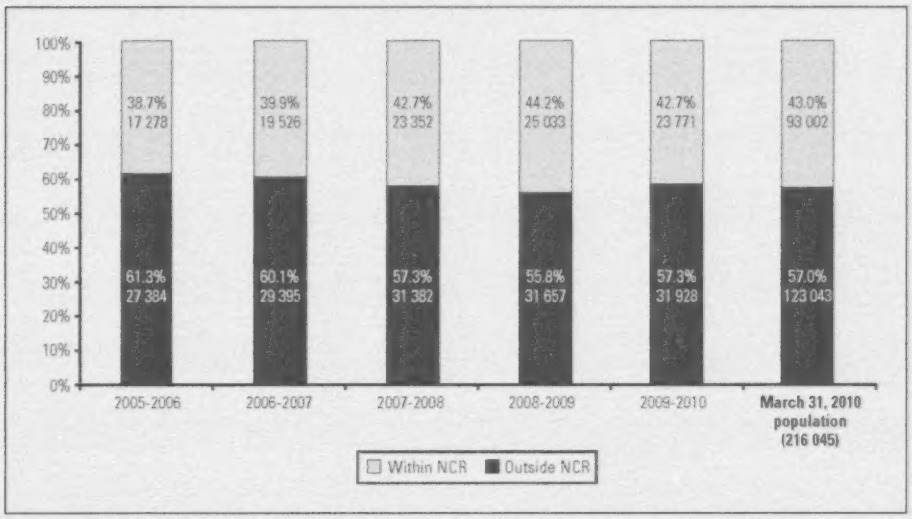


Source: Public Service Commission hiring and staffing activities files and population files

[1] Totals include indeterminate, specified term, casual and student hiring activity to the public service and population.

2.12 **Hiring activity within and outside the National Capital Region (NCR) compared to the number of employees in the region under the Act as of March 2010** — Over the last five years, hiring activity in the NCR as a proportion of all hiring activity has increased slightly, from 38.7% in 2005-2006 to 42.7% in 2009-2010, which is reflective of the proportion of the population in the NCR as of March 2010 (43.0%).

Figure 4: Hiring activity under the *Public Service Employment Act* by fiscal year compared to its population as of March 31, 2010 within and outside the National Capital Region



Source: Public Service Commission hiring and staffing activities files and population files

Note: Totals include indeterminate, specified term, casual and student hiring activity to the public service.

2.13 As was the case in 2008-2009, the majority (61.1%) of indeterminate and specified term appointments to the public service under the PSEA were in two occupational categories: Administrative and Foreign Service (8 396); and Administrative Support (4 992). Within these two categories, three groups accounted for over 45% of the appointments to the public service: Clerical and Regulatory, with 4 950 or 22.6% of all appointments to the public service; Program Administration, with 2 900 or 13.2% of appointments; and Administrative Services, with 2 324 or 10.6% of appointments.

Executive Group

2.14 As of March 2010, a total of 4 939 individuals occupied indeterminate or specified term positions in the Executive Group (EX-1 to EX-5) in organizations under the PSEA, an increase of 4.7% (223) from March 2009.

- Of the 5 levels in the EX Group, the EX-4 level had the highest rate of increase, from 192 to 208 employees (or 8.3%). The EX-1 level grew by 109 individuals (or 4.3%) since March 2009; however, the rate of growth was much slower compared to the previous year when it grew by 12.4%. The number of employees at the EX-5 level was essentially unchanged, falling from 96 to 95.

Table 1: *Public Service Employment Act* population in the Executive Group by level and year

Level	March 2006	March 2007	March 2008	March 2009	March 2010
EX-1	1 999	2 144	2 278	2 560	2 669
EX-2	920	996	1 072	1 082	1 153
EX-3	733	728	734	786	814
EX-4	177	172	195	192	208
EX-5	81	81	78	96	95
Total	**3 910**	**4 121**	**4 357**	**4 716**	**4 939**

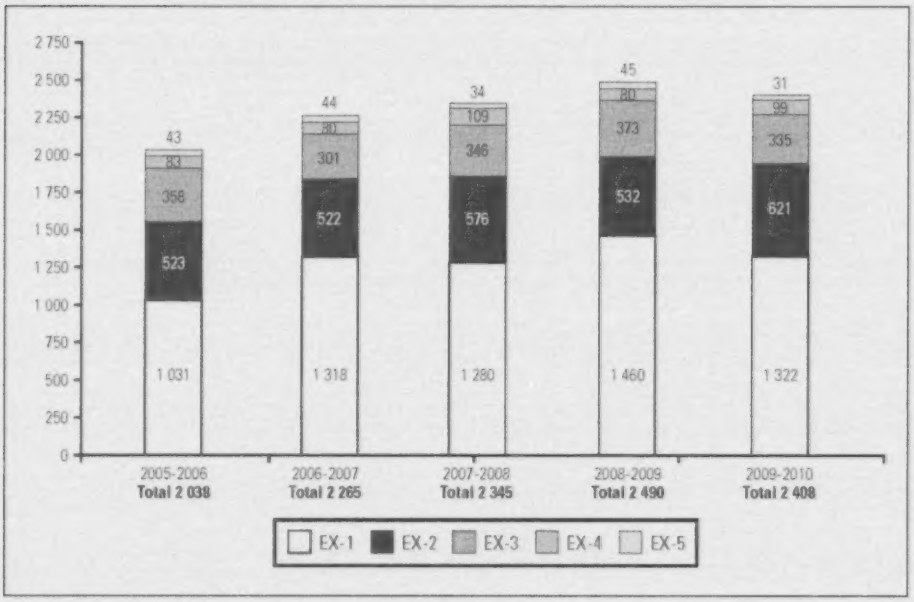
Source: Public Service Commission population files

Note: Totals include indeterminate and specified term positions only.

2.15 **Staffing activities to and within the Executive Group by fiscal year and level** — There were 2 408 staffing activities to and within the EX Group in 2009-2010, a decrease of 3.3% from last year:

- Executive promotions were down by 8.3%. Lateral and downward movements increased by 9.9%.
- In 2009-2010, 54.9% of staffing activities within the EX Group were concentrated at the EX-1 level, a percentage in line with the experience of past years.
- The number of staffing activities at the EX-5 level decreased by 31.1 % from the previous year, from 45 in 2008-2009 to 31 in 2009-2010.
- Of the 2 408 EX appointments, 104 were to the public service from the general public or from federal agencies not under the PSEA, a decline from last year of 10.3%.

Figure 5: Staffing activities under the *Public Service Employment Act* to and within the Executive Group by level and fiscal year



Source: Public Service Commission hiring and staffing activities files

Table 2: Staffing activities under the *Public Service Employment Act* to and within the Executive Group by type of activity and fiscal year

Activity	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	% change over last year
Appointments to the public service	63	89	109	116	104	**-10.3**
Promotions	677	856	950	1 137	1 043	**-8.3**
Lateral and downward movements[1]	544	553	496	575	632	**9.9**
Acting appointments[2]	754[3]	767	790	662	629	**-5.0**
Total	**2 038**	**2 265**	**2 345**	**2 490**	**2 408**	**-3.3**

Source: Public Service Commission hiring and staffing activities files

[1] Lateral and downward movements include deployments. As the type of appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

[2] Excludes acting appointments of less than four months.

[3] This number has been adjusted since it was first reported as 752 in the 2005-2006 Annual Report.

2.16 In 2009-2010, 1 914 of the 2 408 appointments to and within the EX Group (79.5%) in organizations under the PSEA were "bilingual imperative" processes. Processes identified as bilingual imperative mean that appointees must meet the language requirements of the position when the offer is made.

2.17 There has been a steady increase in the percentage of bilingual imperative appointments made over the last five years. This is a result of the Treasury Board of Canada Secretariat *Directive on the Staffing of Bilingual Positions*, which came into effect in April 2004.

There has been a steady increase in the percentage of bilingual imperative appointments made over the last five years.

2.18 Among all five levels of the EX Group, the EX-3 and EX-4 levels had the highest percentages of bilingual imperative appointments, with 284 (or 84.8%) of EX-3 appointments and 84 (or 84.8%) of EX-4 appointments being staffed as bilingual imperative.

Table 3: Bilingual imperative appointments under the *Public Service Employment Act* to and within the Executive Group by level and fiscal year

	2005-2006		2006-2007		2007-2008		2008-2009		2009-2010	
	No.	%*	No.	%*	No.	%*	No.	%*	No.	%*
EX-1	674	65.4	865	65.6	880	68.8	1 092	74.8	1 024	77.5
EX-2	338	64.6	363	69.5	418	72.6	408	76.7	498	80.2
EX-3	284	79.3	240	79.5	245	70.8	319	85.5	284	84.8
EX-4	60	72.3	68	85.0	80	73.4	69	86.2	84	84.8
EX-5	35	81.4	38	86.3	30	88.2	38	84.4	24	77.4
Sub-total bilingual imperative appointments	1 391	68.2	1 574	69.5	1 653	70.5	1 926	77.3	1 914	79.5
Total EX appointments	**2 038**		**2 265**		**2 345**		**2 490**		**2 408**	

Source: Public Service Commission hiring and staffing activities files

*Percentages are calculated on the total EX appointments by level. See Figure 5 for all EX appointments by level.

Official languages

2.19 PSC appointment data demonstrate that there are many opportunities for unilingual and bilingual Canadians to join the public service. Table 4 indicates the number of appointments to the public service in organizations under the PSEA by the language requirements of the position and tenure.

...there are many opportunities for unilingual and bilingual Canadians to join the public service.

2.20 Of the 21 906 indeterminate and specified term appointments to the public service, 15 842 (72.3%) were staffed as unilingual (i. e. English or French essential, French essential or English essential), a slight increase from the previous year; and 5 729 (26.2%) were staffed as bilingual imperative. A total of 260 appointments (1.2% of the 21 906 appointments to the public service) were bilingual non-imperative (i.e. appointments where appointees may acquire the necessary levels of bilingualism over a set period of time), the same percentage as last year.

2.21 However, the table shows that the proportion of appointments by the language requirements of the position varied depending on whether the appointment was indeterminate or for a specified term. Bilingual imperative appointments represented 32.8% of all indeterminate appointments, compared to 19.8% of all specified term appointments.

Table 4: Appointments to the public service under the *Public Service Employment Act* by language requirements of position and tenure for fiscal year 2009-2010

Language requirements of position	Indeterminate		Specified term[1]		Total	
	No.	%	No.	%	No.	%
Bilingual imperative	3 516	32.8	2 213	19.8	5 729	26.2
Bilingual non-imperative	230	2.1	30	0.3	260	1.2
English essential	5 606	52.3	6 975	62.3	12 581	57.4
French essential	498	4.6	1 100	9.8	1 598	7.3
English or French essential	813	7.6	850	7.6	1 663	7.6
Total[2]	**10 718**	**100.0**	**11 188**	**100.0**	**21 906**	**100.0**

Source: Public Service Commission hiring and staffing activities files

[1] The bilingual non-imperative specified term records are sometimes incorrectly coded by organizations in the Public Works and Government Services Canada pay system. They should be coded as bilingual imperative.

[2] Totals include unknown language requirements. The percentages are calculated based on the sum of all components, known and unknown.

2.22 **Appointments to the public service by first official language** — In 2009-2010, 71.5% of persons appointed to the public service in organizations under the PSEA indicated English as their first official language, whereas 28.5% indicated French.[1] These percentages have remained relatively unchanged over the past five years. The percentages are also somewhat different within the National Capital Region, where 64.1% of persons appointed were Anglophone and 35.9% were Francophone.

Table 5: Appointments to the public service under the *Public Service Employment Act* by first official language group and fiscal year within and outside the National Capital Region

Region	First official language group	2005-2006		2006-2007		2007-2008		2008-2009		2009-2010	
		No.	%	No.	%	No.	%	No.	%	No.	%
Within the NCR	Anglophone	3 640	63.2	4 266	60.4	5 428	60.3	6 415	61.8	5 633	64.1
	Francophone	2 124	36.8	2 793	39.6	3 578	39.7	3 966	38.2	3 161	35.9
Subtotal		**5 764**	**100.0**	**7 059**	**100.0**	**9 006**	**100.0**	**10 381**	**100.0**	**8 794**	**100.0**
Outside the NCR	Anglophone	6 998	75.4	8 212	78.3	9 879	77.9	10 145	76.6	9 963	76.6
	Francophone	2 287	24.6	2 275	21.7	2 806	22.1	3 104	23.4	3 041	23.4
Subtotal		**9 285**	**100.0**	**10 487**	**100.0**	**12 685**	**100.0**	**13 249**	**100.0**	**13 004**	**100.0**
Total[1]		**15 178**		**17 699**		**21 838**		**23 744**		**21 906**	

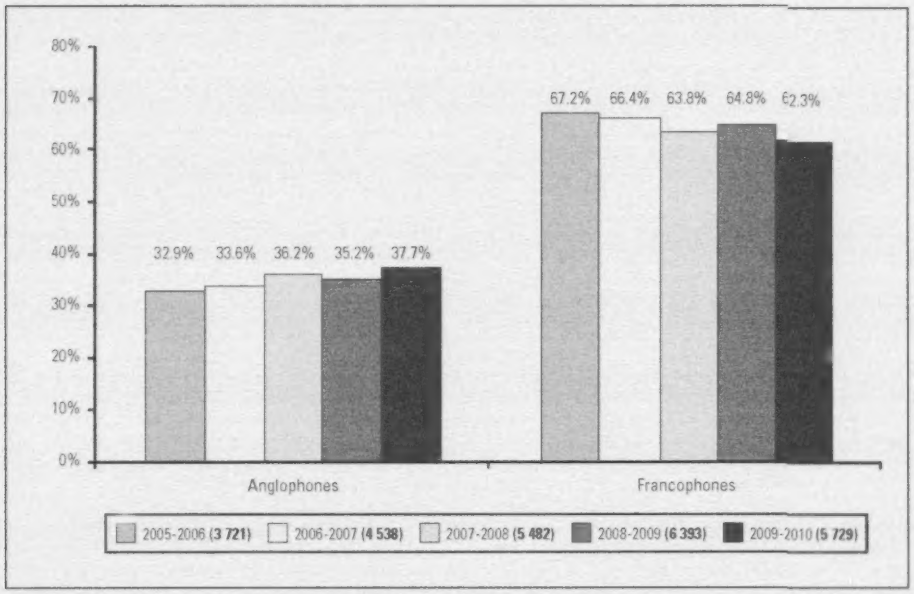
Source: Public Service Commission hiring and staffing activities files

[1] The total includes appointments with unknown first official language values. Percentages use the known first official language as the denominator.

2.23 **Appointments to the public service by first official language group for bilingual imperative positions only** — In 2009-2010, of the 5 729 bilingual imperative appointments to the public service, 62.3% were Francophones and 37.7% were Anglophones. The number of Anglophones appointed to bilingual imperative positions increased slightly (by 2.5 percentage points) in 2009-2010.

[1] The percentages are of those who identified either as Anglophone or Francophone and exclude those with an unknown first official language.

Figure 6: Bilingual imperative appointments to the public service under the *Public Service Employment Act* by first official language and fiscal year



Source: Public Service Commission hiring and staffing activities files

Public Service Official Languages Exclusion Approval Order

2.24 The *Public Service Official Languages Exclusion Approval Order* (the Order) and the *Public Service Official Languages Appointment Regulations* (the Regulations) are statutory instruments under which a public servant may be excluded from complying with the language requirements of their position in the case of non-imperative staffing.

2.25 The exclusion period under the Regulations applies to employees who do not meet the language requirements for their positions when they are appointed on a non-imperative basis. However, these appointees are entitled to receive language training and must meet the language requirements of their position at the end of a maximum period of four years following their appointment (the initial two-year period must be extended by an additional two years in specified circumstances).

2.26 In its 2007-2008 Annual Report, the PSC identified organizations with cases where the exclusion period exceeded four years. In total, there were 184 such cases. In 2008-2009, the PSC asked those organizations to indicate the measures adopted to end the extensions granted under the Order and the Regulations. This year, there are still 30 cases where the exclusion period exceeds four years. The PSC will carry out case-by-case follow-ups and continue to monitor extensions granted in order to reduce the number of cases under the Order and the Regulations.

2.27 Of the 29 942 indeterminate appointments to bilingual positions in 2009-2010 (not including acting appointments), 1 896 (or 6.3%) resulted from bilingual non-imperative processes. This represented a decrease compared to 2008-2009, when there were 2 160 (7.1%).

2.28 Both the number of employees not meeting the language requirements of their positions upon appointment and the percentage of non-imperative appointments decreased in 2009-2010 compared to 2008-2009 (see Table 6). A total of 265 employees (14% of non-imperative appointments) did not meet the language requirements for their positions upon appointment in 2009-2010. This represented a very small minority of those who held bilingual positions when they were appointed, accounting for only 0.9% of all appointments to bilingual positions, at any level, for the 2009-2010 fiscal year.

Both the number of employees not meeting the language requirements of their positions upon appointment and the percentage of non-imperative appointments decreased in 2009-2010...

Table 6: Number of employees exempted under the *Public Service Official Languages Exclusion Approval Order* by fiscal year

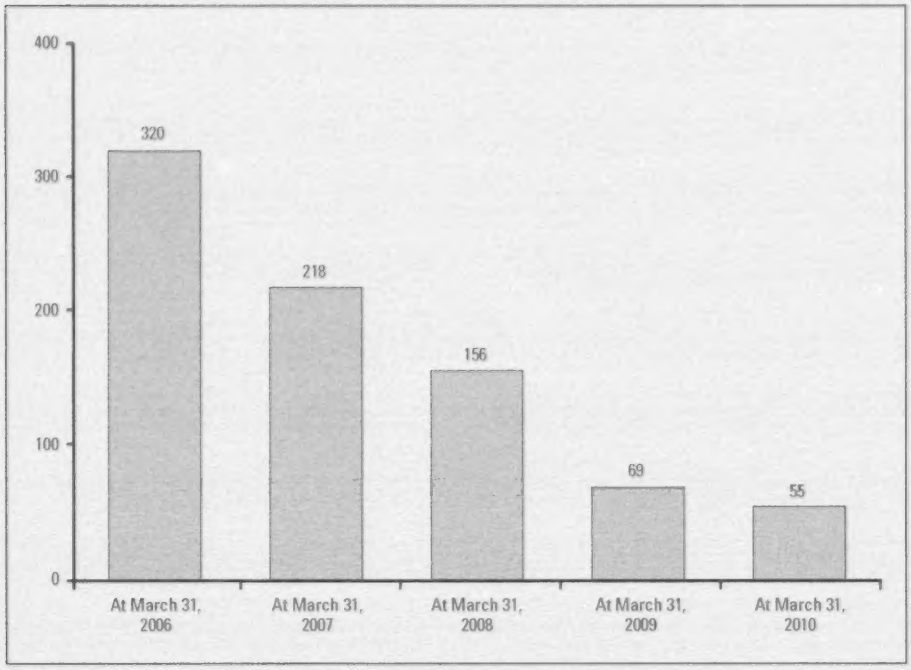
Fiscal year	Indeterminate appointments to bilingual positions	Non-imperative appointments (% of bilingual positions)	Employees not meeting the requirements upon appointment (% of non-imperative appointments)
2005-2006	19 793	2 180 (11.0%)	308 (14.1%)
2006-2007	22 744	2 294 (10.1%)	354 (15.4%)
2007-2008	26 182	2 054 (7.8%)	320 (15.6%)
2008-2009	30 318	2 160 (7.1%)	403 (18.7%)
2009-2010	29 942	1 896 (6.3%)	265 (14.0%)

Source: Public Service Commission hiring and staffing activities files, excluding acting appointments

2.29 **Trend with regard to compliance with the Order** — Under the Order and the Regulations, if an exclusion period ends before the incumbent meets the language requirements of their position, it must be extended in specified circumstances. In the past, the PSC has noted that organizations do not always ensure that exclusion periods are extended as required by the Order and the Regulations.

2.30 Since March 31, 2005, there has been a steady decrease in the number of cases dating back more than two years that do not comply with the Order or its Regulations (see Figure 7). There were 55 such cases on March 31, 2010, 69 on March 31, 2009 and 320 on March 31, 2006. This reduction is attributable to the PSC's monitoring and its constant efforts to raise the awareness of organizations and to increased vigilance by deputy heads.

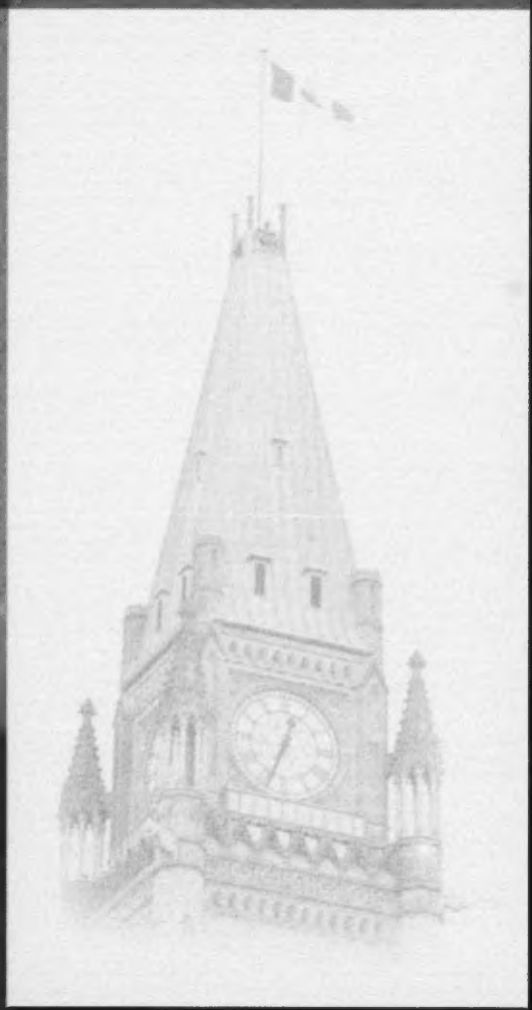
Figure 7: Number of non-compliant situations as of March 31 of each year



Source: Public Service Commission files on official languages

Chapter 3

Overall performance regarding merit and the guiding values



3 Overall performance regarding merit and the guiding values

3.1 Merit is the foundation of a competent, professional and non-partisan public service and a cornerstone of the current legislative and policy framework. The *Public Service Employment Act* (PSEA) requires that appointments be made based on merit and free of political influence. Under section 30 of the Act, an appointment is considered to be based on merit when the Commission is satisfied that the person to be appointed meets the essential qualifications of the work to be performed, as established by the deputy head, including official language proficiency. Asset qualifications and current or future operational requirements and organizational needs as identified by the deputy head may also be considered.

3.2 The intent of the current legislative and policy framework is to create a merit system that is predominantly values-based. The merit system is comprised of more than meeting the essential requirements of the job. It is the interconnected system of institutions, laws, regulations, policies, accountabilities, processes, practices and procedures that ensures that merit as defined in the Act is achieved in appointments, but also that appointments and appointment processes respect the guiding values of fairness, access, transparency and representativeness enshrined in the Preamble to the Act and set out in Public Service Commission (PSC) policies.

3.3 This chapter presents the PSC's overall assessment of performance regarding the core value of merit and the guiding values of fairness, transparency, access and representativeness. Each of the guiding values is also examined in more detail, recognizing that they are interconnected and overlapping. Adherence to the other core value, non-partisanship, is examined in Chapter 4.

Overall assessment

Merit and the guiding values are generally being respected, but public servants at all levels are still not consistently demonstrating that they understand how to apply and operationalize them in their decisions.

3.4 As described in Chapter 6, the PSC relies on a continuum of tools, as well as other sources of information, to assess whether merit and the guiding values are supported in appointment decisions at the managerial level, within organizations and across the public service staffing system.

3.5 Based on the results of PSC audits, investigations, studies and ongoing monitoring in 2009-2010, as well as the results of deputy head investigations, merit and the guiding values are generally being respected, but are not always demonstrated. After almost five years of operation under the current legislative and policy framework, public servants at all levels are still not consistently demonstrating that they understand how to apply and operationalize merit and the guiding values in their decisions. This is reflected in sub-delegated managers' decisions regarding acting appointments, appointments of casuals to indeterminate positions, use of temporary help services, length of time for advertising, informal discussion and choice of appointment process.

...merit is generally being met, but... appointment decisions are not always fully documented, resulting in a number of appointments for which merit cannot be demonstrated.

Merit

3.6 The results of the PSC's oversight activities and deputy head investigations in 2009-2010 show that merit is generally being respected in appointment decisions, but is not always demonstrated.

3.7 **Results of audits** — The PSC expects managers to document the extent to which their decisions adhere to section 30 of the PSEA, as well as with other legislative, regulatory and policy requirements. In a delegated environment, there is greater responsibility on managers to exercise due care in the assessment of merit leading to appointment in order to ensure effective accountability. Documentation is an important source of information about whether merit and the guiding values are respected. It gives management confidence that the organization is in compliance with requirements and enables it to provide assurance to the PSC and to Parliamentarians that merit and the integrity of the staffing system are being achieved. Documentation also provides a record that remains as management changes.

3.8 In 2009-2010, the PSC completed a review of the audits it conducted from 2005 to 2010. It showed that merit is generally being met, but that appointment decisions are not always fully documented, resulting in a number of appointments for which merit cannot be demonstrated. The review also demonstrated that there are ongoing challenges with respect to the quality of rationales for non-advertised processes.

3.9 **Results of PSC investigations** — The conclusion that merit is generally being met is supported by the fact that there continues to be a relatively small number of founded PSC investigations into appointment processes. In 2009-2010, a total of 32 such investigations were determined to be founded. Of these, 26 related to errors, omissions or improper conduct

in external appointment processes and 4 concluded that fraud had occurred in an appointment process, a slight decline from the 6 founded fraud cases seen in 2008-2009. PSC investigations relate largely to external appointment processes.

3.10 **Results of deputy head investigations** — In assessing merit, the PSC also reviews the results of staffing investigations by deputy heads. Deputy heads report these investigations as part of the PSC's annual monitoring exercise. During 2009-2010, 15 organizations indicated that they conducted a total of 25 in-house investigations, 10 of which were determined to be founded. Moreover, when investigations were determined to be founded, organizations took steps to address the identified concerns, including revoking an appointment and removing sub-delegated staffing authorities until appropriate training was received.

...when investigations were determined to be founded, organizations took steps to address the identified concerns, including revoking an appointment...

3.11 **Studies** — Education is an essential criterion for merit. In 2009-2010, the PSC's study on *Verification of Educational Credentials* during staffing processes found that all participating organizations had verification practices in place, although there were no government-wide policies or guidelines stating that education must be verified. Eighty-five percent of all staffing files reviewed included at least one document indicating a more stringent verification procedure had taken place, such as a copy of a degree, a transcript, a foreign equivalence statement or proof of professional certification. Eleven percent of the files reviewed included a curriculum vitae only. Fewer than 4% had no documentation indicating credentials were verified.

Guiding values

3.12 As noted earlier, merit is only one component of a values-based merit system. The success of a merit system that is mainly values-based depends on managers understanding the core and guiding values and how they impact each other. It also requires managers to be adept at considering and weighing the guiding values when designing their staffing strategies and processes. Managers must also be aware of the cumulative effects of their decisions on organizational and system-wide performance, for instance for the perceived fairness of the public service staffing system overall.

3.13 The PSC examines each of the underlying values and their interconnectivity with merit through ongoing monitoring and studies, recognizing that the guiding values themselves are inter-related. For instance, employees' perceptions of fairness may be impacted by access (such as in the choice of appointment process), transparency

(such as in the length of time for advertising and informal discussion) and representativeness (such as in the removal of barriers for persons with disabilities).

Fairness

The rate at which employees in acting positions are promoted into the same position and level has declined and employee perceptions of fairness in staffing remain relatively constant. However, the increasing use of casual workers as a source of permanent hires and the improper use of temporary help services to address long term staffing needs are a concern.

3.14 Fairness is one of the PSC guiding values for appointment decisions, requiring that: decisions be made objectively and free from political influence or personal favouritism; policies and practices reflect the just treatment of persons; and persons have the right to be assessed in the official language(s) of their choice in an appointment process.

3.15 Fairness in staffing practices is influenced by many factors. In 2009-2010, the PSC examined four specific elements: employees' perceptions; long-term acting appointments of four months or more; casual employment; and the use of temporary help services.

3.16 **Employees' perceptions of fairness** — The consequences of perceived unfair staffing practices have implications at many levels, for the individual, for the organization and for the system overall. Research conducted by the United States (U.S.) Merit Systems Protection Board found that employees' opinions regarding fair hiring processes in the work unit affect workplace attitudes about manager integrity.[2] A study conducted by the U.S. Department of Defence found that negative views had an impact on employee engagement, performance and turnover rates.[3] Workplaces that are seen as having unfair hiring processes also acquire reputations that make it difficult to attract new talent.[4]

The consequences of perceived unfair staffing practices have implications at many levels, for the individual, for the organization and for the system overall.

[2] U.S. Merit Systems Protection Board, "The Federal Government: A Model Employer or a Work in Progress", September 2008, page 36.

[3] Rubin, Ellen. "The Role of Procedural Justice in Public Personnel Management: Empirical Results from the Department of Defence." In The Journal of Public Administration Research and Theory. 2007, Volume 19, page 126.

[4] Gilliland, Stephen. "The Perceived Fairness of Selection Systems: An Organizational Justice Perspective." The Academy of Management Review. 1993, Volume 18, Number 4, pages 703-709.

3.17 The PSC's Survey of Staffing – Candidates[5] asks several questions related to fairness. Based on the results of 2008-2009 survey, candidates' individual perceptions of fairness in the assessment of their abilities, knowledge and work experience did not change from the previous year (on average 69%). However, views of the staffing process overall were more positive (at 76%), with 49% of candidates indicating that they felt the staffing process overall was run in a fair manner "to a great extent", with a further 27% indicating that they felt it was fair "to a moderate extent".[6]

3.18 In 2009-2010, the PSC conducted further analysis of the data collected from the Survey of Staffing – Candidates to better understand what drives candidates' perceptions of fairness. The data suggest that perceptions of fairness were fundamentally driven by three factors:

- The result of the process, i.e. whether or not the candidate was successful at the end of the process;
- The characteristics of the employee, e.g. formal education, the occupational group or whether the candidate had other job opportunities; and
- The staffing process or tools used, e.g. the creation of pools or inventories, a restricted area of selection, the length of the process or whether an informal discussion was held.

3.19 The following findings emerged from the analysis:

- Successful candidates tend to see the process as being fair whereas unsuccessful candidates tend to see it as being less so. Candidates waiting to hear about other job opportunities, were, overall less likely to feel they were assessed for the actual job requirements of the position;
- When the staffing activity was intended to fill multiple positions (i.e. collective processes) as opposed to distinct positions, candidates were less likely to feel they were assessed for the actual job requirements of the position;
- Similarly, successful candidates who were placed in a pool or an inventory of fully- or partially-qualified candidates prior to their appointment were less likely to feel the assessment was fair. This perception seems more prevalent among employees who came from outside the public service;

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[5] The Survey of Staffing – Candidates: 2007-2008 and 2008-2009 each cover a 12-month reference period (i.e. October through September) and therefore cut across two fiscal years. For example, the Survey of Staffing: 2008-2009 refers to appointments made from October 2008 to September 2009.

[6] Survey of Staffing – Candidates: 2007-2008 and 2008-2009 (weighted data).

- Staffing processes with areas of selection open to all Canadians (i.e. when using external processes) and open beyond the specific work unit (i.e. when using internal processes) are perceived as being more fair; and
- Candidates who experienced a longer staffing process were less likely to feel they were assessed for the actual job requirements related to the position.

3.20 It should be noted that the survey results reflect the perceptions of employees. In some instances, these perceptions may reflect a lack of understanding of the appointment decisions made objectively by managers. For example, the negative perceptions of appointees with respect to general aptitude and cognitive ability tests, tests which have been thoroughly evaluated and are considered bias and barrier free, demonstrate the lack of understanding of the role of these tests in the assessment phase. These results point to a need for better communication between managers and candidates rather than to a change in assessment tools or process.

...the PSC intends to communicate these findings broadly so that deputy heads, managers and employees will better understand the linkages between appointment decisions and perceptions of fairness.

3.21 In 2010-2011, the PSC intends to communicate these findings broadly so that deputy heads, managers and employees will better understand the linkages between appointment decisions and perceptions of fairness. This work will contribute to enhancing and embedding a values-based approach to staffing at all levels in the public service.

3.22 **Acting appointments** — For many years, the PSC has monitored the use of acting appointments. Acting appointments are useful to fill temporary vacancies and also provide opportunities for employee development. However, they can also have negative impacts on perceptions of fairness.

3.23 In the PSC's original study entitled *Acting Appointments and Subsequent Promotion to the Federal Public Service*, which covered the 2002-2004 period, the PSC estimated that the rate of promotion for employees subsequent to an acting appointment into the same position and level was 41.3%. In updating the study this year, the PSC found that, for the 2007-2009 period, the rate of subsequent promotion for employees in acting positions has decreased significantly, to 33.5%. The duration of acting appointments has also become shorter, with an average duration of 13.5 months if the acting ended in a promotion and 12.5 months if it ended without a promotion.

3.24 Given that acting appointments may provide employees with an advantage when the position is filled permanently, how sub-delegated managers decide to fill acting appointments can influence perceptions of fairness. In its 2008-2009 Annual Report, the PSC expressed concern that a large percentage (84.2%) of acting appointments of four months or more were made through non-advertised processes. In 2009-2010, the percentage of non-advertised acting appointments decreased to 80.5% of acting appointments of four months or more. Progress in this area is attributable to increased monitoring efforts on the part of organizations and the PSC.

... the PSC remains concerned about the increasing use of casual workers as a source of permanent hires into the public service workforce.

3.25 **Appointments of casuals to indeterminate** — The use of casual workers is a sound business strategy to respond quickly to short-term resourcing needs or bring in special expertise. However, the PSC remains concerned about the increasing use of casual workers as a source of permanent hires into the public service workforce.

3.26 The benefits of employing casual workers who have previous experience in the federal public service must be balanced with fairness and the other guiding values. Casual workers may have an advantage over other candidates in subsequent appointment processes because of the knowledge, expertise and exposure they acquired while employed as a casual worker. In addition, casual workers are excluded from the provisions of the PSEA, including the provision for merit, and tend to be drawn from the local area, thereby impacting on the guiding values of access and representativeness if they are subsequently appointed to the public service.

3.27 Based on the PSC's statistical update entitled *New indeterminate employees: Who are they?*, the proportion of new indeterminate hires with no prior experience in the public service, including as a casual, increased to 37.0% in 2009-2010, from 15.9% in 2004-2005. However, another PSC study using a different methodology, entitled *To what extent do casuals become employed under the Public Service Employment Act? (Update)*, found that the proportion of casuals with subsequent employment under the PSEA continued to increase, from 41% in the 1997-2005 reference period to 54% in 2008-2009. Furthermore, the proportion of casuals with subsequent indeterminate employment under the PSEA also increased, from 26.3% in the reference period to 36.9% in 2008-2009.

3.28 The growing proportion of casual workers being recruited into the public service workforce has negative implications for fairness, as well as for the other guiding values of access, transparency and representativeness. The PSC will be examining this issue further in the year ahead as part of its assessment of the Act and will present its views on the actions required in its Special Report to Parliament in the spring of 2011.

3.29 **Use of temporary help services** — In response to a request from Parliament, the PSC agreed to undertake a study of the use of temporary help services in public service organizations. The use of these services is appropriate when managers are dealing with short employee absences and temporary increases in workload and when there is an ongoing staffing process. The study found improper use of temporary help services to address long-term staffing needs, which should be addressed through the PSEA. The study found that a sizeable proportion of temporary help contracts were for one year or more. The study also found that a number of temporary help workers were hired by the same organization as casuals shortly before or after their contract ended and that approximately one in five temporary help workers became employed in public service jobs after their contract, the majority eventually into permanent employment. The study is being tabled at the same time as this Annual Report and full findings are presented there.

...approximately one in five temporary help workers became employed in public service jobs after their contract...

3.30 The extent and nature of the use of temporary help services can have significant adverse effects on the value of fairness when short-term resourcing strategies are used to address long-term requirements. The inappropriate use of temporary help services also negatively affects access, reducing opportunities for individuals to be considered for employment under the PSEA.

Transparency

The PSC has found that informal discussion increases the transparency of an appointment process and takes place in a timely manner.

3.31 Information about staffing strategies, decisions, policies and practices must be communicated in an open and timely manner.

3.32 **Length of time for advertising** — One of the objectives of the *PSC Advertising Policy* is to ensure that information about positions to be staffed is communicated in an open and timely manner to persons in the area of selection and that they, in turn, have reasonable access and an opportunity to apply for employment opportunities. Although the length of time for advertising may be influenced by considerations such as the number of positions to be filled and the degree of urgency to fill the position, the PSC recommends that processes be advertised for one to two weeks.

3.33 Based on Public Service Resourcing System and Publiservice advertisements, over 46% of external advertisements and 87% of internal advertisements were posted for a period of one week or longer in 2009-2010, relatively stable from the previous year, at 48% and 88% respectively. However, the potential for large volumes of candidates often leads organizations to choose to advertise for short periods as a volume management strategy. In 2009-2010, 25.2% of external advertisements and 2.2% of internal advertisements were posted for two days or less, which was similar to the previous year at 23.5% and 2.1% respectively. The majority of these advertisements (internal and external) were for clerical and administrative positions, which typically tend to have more generic merit criteria and hence larger volumes of applicants.

3.34 In 2009-2010, the PSC conducted a benchmarking study to determine whether public services in other member countries of the Organisation for Economic Co-operation and Development have policy or legislative requirements for a minimum advertising period and, if so, to identify the length of time for advertising.

3.35 None of the countries examined had legislation or policy requiring a minimum period for advertising positions. However, most had issued guidance recommending that the advertising period be "reasonable" to ensure that those wanting to apply have an adequate opportunity to do so. In the U.S., for example, the Office of Personnel Management recommends, but does not require, an "open period" of at least five business days and provides guidelines for establishing these periods. Australia and Britain require a "reasonable opportunity to apply" for public service positions and a two-week period is recommended in most situations.

3.36 The PSC has now amended the *Advertising Policy* to establish a minimum advertising period of one business day. This will ensure that persons with disabilities requiring the use of alternate service providers (such as Infotel or telephone reader services) have access to job opportunities both internally and externally.

3.37 In 2010-2011, the PSC will monitor the impact and appropriateness of the new minimum advertising period. This will allow the PSC to determine whether there are unintended consequences, or whether the minimum advertising period is being overused as a volume management strategy. In addition, the PSC will be revising its guidance on advertising to provide specific suggestions on how many days or weeks are reasonable, based on such factors as the number of positions to be filled, the location of the position, or the number of applications desired to provide a sufficient pool of candidates.

3.38 **Informal discussion** — All persons eliminated from consideration during an internal appointment process are entitled to an opportunity for an informal discussion about the decision to eliminate them as soon as possible after the decision is made. The intention is to help ensure transparency and communication throughout the appointment process.

3.39 The PSC's Survey of Staffing monitors the use and effectiveness of informal discussion by collecting information from both managers and employees. In 2008-2009, approximately 53% of hiring managers who responded to the Survey of Staffing – Managers had been asked by an employee for an informal discussion.

...approximately 53% of hiring managers who responded to the Survey of Staffing - Managers [2008-2009] had been asked by an employee for an informal discussion.

3.40 The Survey of Staffing – Candidates: 2008-2009 asked candidates who participated in advertised staffing processes about their perceptions of informal discussion. Overall, the results showed a marginal increase, compared to 2007-2008, in those satisfied with the outcome (from 61% to 65%) and with the time it took to have an informal discussion (from 83% to 85%). Of those who participated in an informal discussion, there was no significant change (14% to 13%) in those who were screened back in to the process. The proportion of unsuccessful candidates who sought an informal discussion with the hiring manager dropped from 51% to 47% between two periods. Details of the survey results are shown in Table 7.

Table 7: Results of informal discussion: Unsuccessful candidates in advertised staffing processes

	2007-2008 (%)	2008-2009 (%)
Percentage of candidates who participated in an informal discussion	51	47
Percentage of candidates satisfied with the outcome of the informal discussion[1]	61	65
Percentage of candidates satisfied with the time it took to get an informal discussion[1]	83	85
Percentage of candidates who participated in an informal discussion who were screened back into the process	14	13

Source: Survey of Staffing – Candidates: 2007-2008 and 2008-2009 (weighted data)

[1] Includes candidates who were satisfied "to some extent" and "to a great extent".

3.41 Consultations on the PSC's *Informal Discussion Policy* in 2009-2010, conducted as part of the review of the Appointment Policy Framework, revealed that many people recognized the value that informal discussion adds to the transparency of an appointment process. The PSC also heard from stakeholders that clarifying what an informal discussion is, and is not, would help participants have more realistic expectations of the process. The PSC has begun to update guidance material on informal discussion to offer such clarifications.

3.42 Managers also expressed concerns about the workload involved in conducting multiple informal discussions during collective staffing processes, as multiple appointments from a pool over time result in multiple notifications to persons already eliminated. The PSC is developing an exclusion approval order to exclude such appointments from more than one notification, thereby helping to address this concern.

3.43 In 2010-2011, the PSC will continue to examine the effectiveness of informal discussion and its overall contribution to improving the recourse regime.

Access

Access to public service jobs has increased since 2001 as a result of the PSC's requirement for the use of a national area of selection. However, a high proportion of acting appointments greater than four months are non-advertised, thereby reducing employee access to opportunities.

3.44 Broad and open access to all Canadians is an important value under the PSEA. The PSC expects persons from across the country to have a reasonable opportunity to apply and be considered for public service employment, in the official language of their choice. Access is measured by the use of a national area of selection (NAOS) and advertised and non-advertised processes.

3.45 **National Area of Selection** — Since 2001, the PSC has used a measured, phased in approach to expand its *Area of Selection Policy* (see Exhibit 1). As of December 2008, all full-time external advertised long-term (greater than six months) and indeterminate processes have been open to candidates living anywhere in Canada and to Canadians living abroad, unless the PSC has allowed an exception to the NAOS requirement for external advertised appointment processes.

Exhibit 1: National Area of Selection

Since 2001, Executive (EX) positions and two levels below have required a national area of selection (NAOS) when advertising positions to Canadians.

Beginning in April 2006, the PSC took a measured approach to expanding the NAOS to other groups and levels:

- **Phase I** – Required NAOS for officer-level jobs in the National Capital Region as of April 2006;
- **Phase II** – Expanded NAOS to officer-level jobs nationally as of April 2007; and
- **Phase III** – Expanded NAOS to non-officer-level jobs nationally as of December 2008.

In 2009-2010, 100% of external processes complied with the policy, with 95% of these processes using a NAOS. The remaining 5% of external processes were identified as casual, part-time or seasonal or were restricted to employment equity groups which do not require a NAOS.

3.46 As Tables 50 and 51 in Appendix 2 indicate, the use of a NAOS is resulting in enhanced access to long-term and indeterminate public service jobs at both the officer- and non-officer-levels. Applications for officer-level jobs from outside the region in which the job is located have increased slightly overall, from 590 351 in 2008-2009 to 667 977 in 2009-2010, and account for 50.8% of the total applications. Just over 33% of applications for non-officer positions came from outside the region in 2009-2010, the first complete year requiring the use of a NAOS for non-officer positions.

3.47 The increase in applications from outside the regions has also led to an increased proportion of appointments of these applicants. In the National Capital Region (NCR), where the NAOS has been in effect for a longer period of time, officer-level appointments of applicants from outside of NCR rose from 12% in 2006-2007 to 21.7% in 2008-2009. As indicated in Table 50 in Appendix 2, this increased to 25.8% in 2009-2010. Overall, the proportion of appointments of applicants from other regions rose from 16.5% in 2008-2009 to 19.5% in 2009-2010. The proportion of non-officer appointments of applicants from other regions was 7.3% in 2009-2010 (shown in Table 51 in Appendix 2).

The increase in applications from outside the regions has also led to an increased proportion of appointments of these applicants.

3.48 The *Area of Selection Policy* was amended in 2009-2010 to allow exceptions on a case-by-case basis, subject to approval by the PSC. In reviewing submissions for an exception, the PSC considers,

among other factors, the impact on the value of access and the best interest of the public, for example where organizations have urgent operational requirements to provide for the health and safety of, or services to, Canadians. Since the policy was amended, the following two departments have sought exceptions and were granted approval:

- Statistics Canada sought an exception to the requirement to use a NAOS for the staffing required for the 2011 census which began in 2010. Statistics Canada planned to hire approximately 1 000 term employees under the PSEA, for a period of nine to 18 months to process census data. These positions were located in 37 local offices and more than 70 sub-offices across Canada, at various groups and levels. The exception was granted because the jobs were located nationally. Applicants from across the country therefore had access to the jobs, which is the intention of NAOS. Appointments were to term positions and were not to lead to permanent employment.
- Public Works and Government Services Canada sought an exception to the NAOS to quickly staff positions required to deliver the Accelerated Infrastructure Program (AIP), an initiative announced in the January 2009 Federal Budget to stimulate economic growth, restore confidence and support Canadians through the recession. Approximately 17 positions were located in the Ontario, Western and Atlantic regions and included administrative, engineering, architect and technologist positions. It was anticipated that staffing for these positions would begin immediately, since the repair and restoration work to be funded through the AIP was to begin across Canada in April 2009. The requirement to use a NAOS could have delayed the staffing of these positions and negatively impacted program delivery.

3.49 The PSC will continue to monitor patterns of applications and appointments for both officer- and non-officer-level positions.

3.50 **Use of advertised and non-advertised processes** — The PSEA and the PSC *Choice of Appointment Process Policy* provide sub-delegated managers with a variety of options when it comes to selecting an appointment process. Appointment processes can be advertised, non-advertised, internal or external, depending on the position to be staffed and the organization's needs and human resources plan.

The PSC believes that the use of advertised processes should be the standard practice in most situations...

3.51 The PSC believes that the use of advertised processes should be the standard practice in most situations as they better support the guiding values of fairness, access, representativeness and transparency. Advertising vacant positions ensures a transparent process to which

a diverse group of persons can apply. Providing the opportunity to apply and be considered reduces the risk, real or perceived, of political influence or personal favouritism in the appointment process.

3.52 When a non-advertised appointment process is used, PSC policy requires a written rationale. The rationale must demonstrate how the choice meets the appointment guiding values and is consistent with the organization's human resources plan, organizational criteria for the use of non-advertised appointments and the guiding values.

3.53 Organizations are expected to report on their use of non-advertised processes to the PSC on a quarterly basis. Based on data submitted by the organizations matched with the PSC's hiring and staffing activities files, in 2009-2010 the PSC estimated that organizations continued using advertised processes for appointments to and within the public service at about the same proportion as last year, close to two-thirds. Table 8 provides details on the use of advertised and non-advertised processes by appointment type for 2009-2010.

...the PSC estimated that organizations continued using advertised processes for appointments to and within the public service at about the same proportion as last year, close to two-thirds.

3.54 In the Survey of Staffing, managers continue to identify skill shortages, investment in staff and, especially, an urgent need to staff as important reasons for using non-advertised processes. The PSC continues to be concerned about the timeliness and quality of organizational reporting.

Table 8: Estimates of appointments to and within the public service by appointment type and process for fiscal year 2009-2010

Appointment type[1]	Advertised (%)	Non-advertised (%)	Total[2] (%)
Appointments to the public service	72.4	27.6	100.0
Promotions	67.9	32.1	100.0
Acting appointments[3]	19.5	80.5	100.0
Total	**63.4**	**36.6**	**100.0**

Source: Public Service Commission (PSC) hiring and staffing activities files matched to organizational files

[1] Includes indeterminate and specified term appointments. Excludes laterals, downward appointments and deployments.

[2] Note that this data is derived by matching the 62 560 appointments in 2009-2010 from the PSC hiring and staffing activities files to data submitted quarterly by organizations (primarily through manual data-collection processes). Due to timing and data quality issues, the PSC was only able to match approximately 70% of the appointments with the organizational data.

[3] Excludes acting appointments of less than four months.

3.55 In November 2009, in follow-up to a commitment made in last year's Annual Report, the PSC modified the Priority Information Management System (PIMS) to collect more detailed information on the reasons why organizations use non-advertised appointment processes. In the year ahead, the PSC will continue to collect and analyze data collected through PIMS and examine whether this is an effective substitute for other more labour-intensive data collection approaches.

The PSC's focus in 2009-2010 has been on an array of initiatives that are expected to pave the way for continuous improvement of employment equity (EE) representation across the public service...

Representativeness

Three of the four designated groups are now being appointed to the public service at a proportion exceeding their workforce availability. The exception is persons with disabilities.

3.56 The PSC's focus in 2009-2010 has been on an array of initiatives that are expected to pave the way for continuous improvement of employment equity (EE) representation across the public service including: taking steps towards achieving more reliable EE data; adopting a streamlined approach to the collection and use of EE information; implementing a three-point approach for affirming Aboriginal affiliation; and identifying effective strategies and noteworthy practices from departments and agencies.

3.57 **Employment equity data** — This year the PSC completed its examination and comparison of organizational systems, approaches and practices for gathering EE self-identification data. Factors that contribute to data discrepancies and good practices in collecting self-identification data were identified. As a result, the PSC and the Office of the Chief Human Resources Officer (OCHRO) have committed to providing clear direction to organizations in 2010-2011 in a joint Letter to Heads of Human Resources that self-declaration information can be used for self-identification for the purpose of measuring workforce representation. They have also committed to revising the consent section in the Public Service Resourcing System (PSRS) and Publiservice to ensure that applicants understand how their self-declaration information will be used.

3.58 The expected outcome from these measures is a reduction in the reporting burden on applicants, employees and organizations. The PSC and OCHRO will continue to monitor the results and work towards a common methodology for calculating and reporting EE appointment and workforce representation rates.

3.59 **Assessment of employment equity recruitment trends and performance** — In 2009-2010, more than 276 000 individuals applied through the PSRS for 3 463 advertisements open to Canadians on the PSC's jobs.gc.ca Web site. Of these, as illustrated in Table 9, three of the four designated groups, with the exception of persons with disabilities, were appointed to the public service at a proportion exceeding their respective workforce availability.

3.60 Although the percentage of women appointed through external advertised processes declined (from 57.1% in 2008-2009 to 55.5% in 2009-2010), their representation in the public service, overall and in the executive category, has been steadily increasing.[7]

The PSC remains concerned that persons with disabilities comprise the only group whose share of appointments has been below their workforce availability for the past few years.

3.61 For Aboriginal peoples, the trend of small increases in the percentage of applicants continued (from 3.6% in 2008-2009 to 3.8% in 2009-2010). There was also an increase in their share of external appointments (from 4.2% in 2008-2009 to 4.6% in 2009-2010).

3.62 Both the number and proportion of external appointments for visible minorities increased in 2009-2010. The percentage of visible minorities applying was 25.9%, more than twice the workforce availability of 12.4%, and their share of appointments was also up, from 18.8% in 2008-2009 to 21.2%. As visible minorities are currently under-represented,[8] this increasing trend will help to address current and future gaps for this group in the public service.

3.63 The PSC remains concerned that persons with disabilities comprise the only group whose share of appointments has been below their workforce availability for the past few years. Although persons with disabilities are not under-represented in the public service,[9] the percentage of applicants in this group remained stable at 3.0%, while their share of appointments decreased from 3.3% in 2008-2009 to 3.1% in 2009-2010.

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[7] *Employment Equity in the Public Service of Canada: Annual Report to Parliament 2008-2009*, Treasury Board of Canada Secretariat, 2010.

[8] Ibid.

[9] Ibid.

Table 9: Percentage of applicants to advertised processes and appointments to indeterminate positions and specified terms of three months and over in the public service, by employment equity designated group and fiscal year, compared to the 2006 workforce availability

Employment equity designated group	2007-2008	2008-2009	2009-2010	2006 WFA[1]
% of applicants[2]				
Aboriginal peoples	3.4	3.6	3.8	3.0
Persons with disabilities	2.9	3.0	3.0	4.0
Members of visible minorities	21.8	24.7	25.9	12.4
Women	61.1	57.8	45.3	52.3
% of appointments to the public service				
Aboriginal peoples[3]	4.4	4.2	4.6	3.0
Persons with disabilities[3]	3.3	3.3	3.1	4.0
Members of visible minorities[3]	17.3	18.8	21.2	12.4
Women[4]	58.0	57.1	55.5	52.3

Source: Public Service Commission (PSC) hiring and staffing activities files and the Public Service Resourcing System (PSRS)

[1] The 2006 workforce availability (WFA) for the public service was provided by the Office of the Chief Human Resources Officer.

[2] For applicants to advertised processes, the percentages for the four employment equity designated groups are based on applicants who self-declared through the PSRS.

[3] For appointments to the public service, the percentages for these three employment equity designated groups are based on applicants who applied and self-declared through the PSRS in the preceding two years and where a match was found in the PSC hiring and staffing activities files as of March 31, 2010.

[4] The figures for women appointed to the public service are extracted from the PSC hiring and staffing activities files, which are based on Public Works and Government Services Canada pay system.

In 2009-2010, Health Canada, the Canada School of Public Service, Citizenship and Immigration Canada and Western Economic Diversification Canada demonstrated strong performance with respect to staffing-related initiatives to increase representativeness.

3.64 **Noteworthy practices** — In 2009-2010, Health Canada, the Canada School of Public Service, Citizenship and Immigration Canada and Western Economic Diversification Canada demonstrated strong performance with respect to staffing-related initiatives to increase representativeness. Based on their Departmental Staffing Accountability Report submissions, all four organizations incorporated EE planning with business planning, established measurable objectives for EE recruitment and staffing and reported on progress to senior managers.

All four also provided evidence of organizational commitment to representativeness, such as: promoting collaboration with the visible minority and aboriginal communities; participating in mentorship programs within the academic community; developing a Persons with Disabilities Opportunity Program; incorporating a diversity component within outreach activities; and developing and implementing an Aboriginal Internship Program.

3.65 **Approach to affirm Aboriginal affiliation** — In order to help ensure the integrity of the staffing system, on January 1, 2010 the PSC implemented a three-point approach to address concerns brought forward by Aboriginal employee groups regarding false declaration by non-Aboriginal peoples to jobs that are targeted to Aboriginal peoples.

...the PSC implemented a three-point approach to address concerns brought forward by Aboriginal employee groups regarding false declaration by non-Aboriginal peoples...

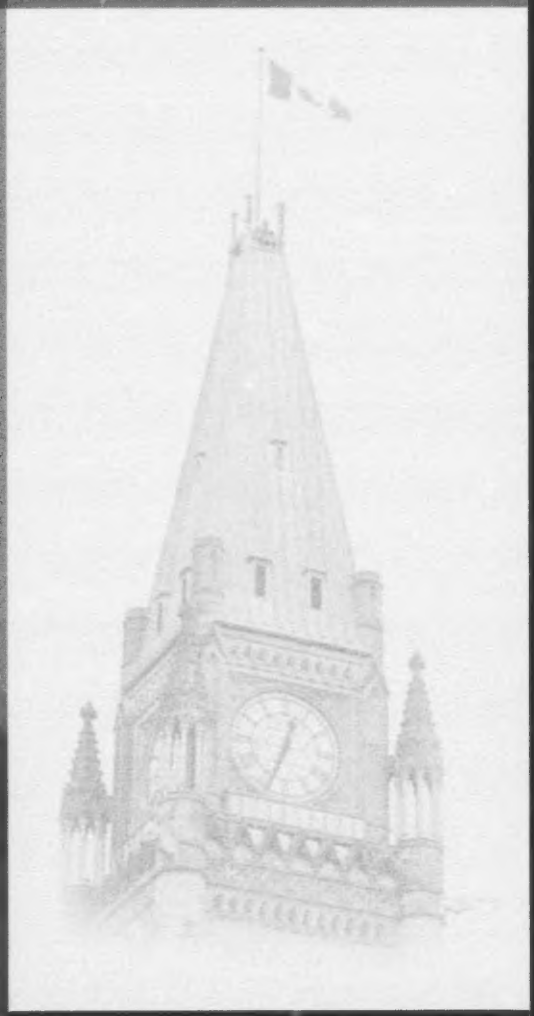
3.66 Departments and agencies under the PSEA are now required to complete the Affirmation of Aboriginal Affiliation Form (AAA Form) and submit quarterly reports to the PSC during the first year of implementation. The PSC will conduct a review after one year in order to determine whether changes are required to the approach, or to the AAA Form.

3.67 **Duty to accommodate** — The removal of any barriers in staffing for persons with disabilities is critical to the achievement of a representative public service. The PSC studies accommodation practices in organizations to assess potential risks to guiding values and to make recommendations for mitigating these risks. To support organizational assessment accommodation, the PSC now offers services in this area on a cost-recovery basis and provides relevant information on its Web site, including a new section specifically on accommodations.

3.68 The views and experiences of various stakeholder groups were sought on the issue of accommodation of applicants in the assessment process as part of the *PSC Appointment Policy* review. The National Council of Federal Employees with Disabilities expressed concerns regarding the timeliness of informing candidates of the possibility of having access to accommodation and how to request it. As a result, the *Employment Equity in the Appointment Process Policy* and the *Assessment Policy* and associated guides will be amended in 2010-2011 to clarify requirements for hiring managers.

Chapter 4

A non-partisan public service



4 A non-partisan public service

A non-partisan public service provides ministers with objective, expert policy advice, administers programs and services to Canadians in a politically impartial way and provides stability during political successions.

4.1 Non-partisanship is an essential element of both a professional public service and responsible democratic government. A non-partisan public service is one where appointments are based on merit and free of political influence and where public servants perform their duties, and are seen to perform their duties, in a politically impartial manner. A non-partisan public service provides ministers with objective, expert policy advice, administers programs and services to Canadians in a politically impartial way and provides stability during political successions. As a recent study by the Quality of Government Institute at the University of Gothenburg suggests, a politically impartial public service positively affects institutional trust, economic growth and individual well-being.[10]

4.2 Non-partisanship has been a defining, core value of the federal public service since the merit principle was adopted in 1908. It is a cornerstone of today's *Public Service Employment Act* (PSEA). The Act requires that all appointments to and within the public service be based on merit and free from political influence. Further, following the Supreme Court of Canada's Osborne decision[11] in 1991, it recognizes the right of employees to engage in political activities so long as these activities do not impair, or are not perceived as impairing, their ability to perform their duties in a politically impartial manner.

4.3 The Public Service Commission (PSC) concluded in its 2008-2009 Annual Report that more attention is required to ensure that Canadians continue to benefit from a merit-based, non-partisan public service in the years ahead. This chapter elaborates further on the nature of our concerns, reports on the PSC's management of Part 7 of the PSEA governing the political activities of employees and outlines the PSC's next steps in implementing its responsibilities under the Act to independently safeguard the non-partisanship of the public service.

[10] Jan Teorell, "The Impact of Quality of Government as Impartiality: Theory and Evidence," The Quality of Government Institute, University of Gothenburg, Sweden, November 2009.

[11] *Osborne* v. *Canada (Treasury Board)*, [1991] 2 S.C.R. 69

Challenges to non-partisanship

4.4 Westminster-style democracies around the world, including the United Kingdom and Australia (see Exhibit 2), are facing new challenges to the non-partisanship of their public services. One of the most significant is a growing centralization of political power, a trend that is associated with an increase in the number of political staff and their influence on public service work and debate about the appropriate role of the public service in democratic governance.[12] As the internationally recognized scholar Ezra Suleiman concludes: "[the] politicization of the civil services of the democratic countries...will have a dramatic and lasting impact on the bureaucracy...[affecting] its professionalism, its capacity to act, and, in the end, its role in society".[13]

4.5 Canada is not immune to these challenges. As the PSC observed in its 2008-2009 Annual Report, socio-demographic changes, especially the ongoing retirements of "baby-boomers" and the entry of relatively large numbers of new recruits, are creating a cultural change in the federal public service and a requirement to increase the exposure of new recruits to the tradition of a non-partisan public service. As of March 31, 2010, more than 54% of public servants in indeterminate positions had 10 years or less of continuous service. This compares with 31.2% as of March 31, 2000 and 39.4% as of March 31, 2004.

...socio-demographic changes... and the entry of relatively large numbers of new recruits, are creating a cultural change in the federal public service and a requirement to increase the exposure of new recruits to the tradition of a non-partisan public service.

4.6 We also noted in last year's Annual Report that socio-demographic change is taking place at the same time as technological innovations are blurring the distinction between the professional and private lives of public servants. Social networking Web sites, such as Facebook and Twitter, are creating unprecedented, often high-profile avenues for public servants to express political views to very wide audiences.

4.7 In 2009-2010, the PSC continued to improve its understanding of these challenges. We also began to examine how the evolving relationship between the public service and the political sphere impacts the non-partisanship of the public service. As noted below, the relationship can help sustain and reinforce the political impartiality of the public service, but can also pose significant challenges for it.

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[12] See Ezra Suleiman. *Dismantling Democratic States* (Princeton University Press, 2003), and Peter Aucoin, "The New Public Governance and the Public Service Commission", Optimum Online: The Journal of Public Sector Management, 36: 1 (March 2006), pp. 5-6.

[13] Suleiman, Ibid., p.194.

Exhibit 2: Risks to non-partisanship in the Commonwealth public service of Australia

The Australian Commonwealth public service has a tradition of non-partisanship that dates back to the early years of the twentieth century. However, in the last decade, concerns have been raised about a number of potential new risks to the non-partisanship of the public service.

The use of performance-based contracts for senior public service executives has decreased their security of tenure. Observers suggest that this may make them reticent to follow the traditional Westminster principle of giving "frank and fearless" advice to ministers,[14] and concerns have been expressed about senior public servants facing pressure to become excessively responsive to the partisan concerns of ministers, to the detriment of their role as providers of objective, politically impartial advice.[15]

Another area that has been identified as a risk is the involvement of public servants, particularly those in communications branches, in publicity activities that are in a "grey zone" between public service work and partisan work.[16] In 2007, a political and media controversy developed after the head of a public service agency appeared in government advertisements during the lead-up to a federal election.[17] The Australian Public Service Commission responded by issuing guidance that "public servants, including agency heads, should avoid involvement in Government policy publicity campaigns unless there is a demonstrated public interest".[18]

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[14] Jenny Stewart. *Public Service Independence and Responsiveness: Striking a Balance*. Occasional Paper 2/2008, Policy Paper No 8, The Academy of the Social Sciences in Australia, Canberra, 2008, pp. 2-3. Available at: www.assa.edu.au/publications/occasional_papers/2008_No2.php.

[15] Ibid, pp. 3-4.

[16] Ibid, p. 9.

[17] Ibid, p. 11.

[18] Australian Public Service Commission (2007). *Guidelines on the involvement of public servants in public information and awareness initiatives*, www.apsc.gov.au/publications07/publicinformation.htm.

Increased contact between ministerial advisors and the public service has also been identified as a new area of risk, especially when combined with the substantial increase that has taken place in the number of ministerial advisors and the increased role that they are playing. Concerns about lack of accountability of ministerial advisors and lack of clarity regarding the role they play as intermediaries between the public service and ministers became a high-profile issue in Australia during a 2002 Senate Inquiry[19] and a 2005 Royal Commission.[20]

To respond to these emerging risks to non-partisanship, the Australian government has introduced several reforms over the last few years, including a new *Code of Conduct for Ministerial Staff* (in 2008) and a broader package of public sector reforms (in spring 2010). The new Code clarifies the roles and responsibilities of ministerial advisors and sets out how they should interact with the public service.[21] It also prohibits ministerial advisors from issuing directions to public servants or encouraging or inducing a public servant to breach the law, parliamentary obligations or a code of conduct.[22] The public sector reform measures will revise the public service guiding values into a shorter, more memorable list that will include non-partisanship, strengthen the security of tenure of deputy head-equivalents and give the Australian Public Service Commission a broader set of strategic responsibilities so that it can lead change in the public service.[23]

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[19] Select Committee report on the Inquiry into the "Children Overboard" affair, www.aph.gov.au/senate/committee/maritime_incident_ctte/report/index.html.

[20] Royal Commission into Certain Australian Companies in Relation to the UN Oil-For-Food Programme, www.ag.gov.au/agd/WWW/rwpattach.nsf/.../AWB051212.PDF.

[21] www.smos.gov.au/media/code_of_conduct.html.

[22] Code of Conduct for Ministerial Staff, www.smos.gov.au/media/code_of_conduct.html.

[23] Australian Public Sector Reform, www.dpmc.gov.au/publications/aga_reform/aga_reform_blueprint/blueprint.cfm#SAG.

4.8 The PSC observed in its 2008-2009 Annual Report that the current legislative framework poses several of its own challenges for protecting the non-partisanship of the public service. We noted in particular that the PSEA has a narrow, traditional definition of political activities and does not cover all activities that could be perceived as impairing the political impartiality of the public service, such as involvement in outside causes or advocacy organizations. We also pointed out that the Act is focused primarily on the political impartiality of individual public servants, rather than of the public service as an institution. We further explored the limitations of the Act in 2009-2010 and our conclusions are presented in the last section of this chapter.

Safeguarding the non-partisanship of the public service

4.9 Under the PSEA, the PSC is responsible for independently safeguarding the non-partisanship of the public service on behalf of Parliament and Canadians. It carries out this role in a variety of ways by:

- Ensuring that staffing decisions are free of political influence;
- Investigating appointment processes if it has reason to believe that an appointment or proposed appointment is not free from political influence;
- Overseeing the regime set out in Part 7 of the PSEA to govern the political activities of public servants;
- Conducting investigations of allegations of inappropriate political activity by an employee and, where an allegation is substantiated, taking appropriate corrective action; and
- Regularly providing Parliament with its assessment of the non-partisanship of the public service.

Non-partisanship in staffing

4.10 In 2009-2010, the PSC continued to carry out its responsibility to ensure that appointments to and promotions within the public service are based on merit and free of political influence, as required under subsection 30(1) of the PSEA.

4.11 Over the course of 2009-2010, no allegations of political influence in staffing were brought to the attention of the PSC.

Political activities regime: Part 7 of the *Public Service Employment Act*

4.12 Part 7 of the PSEA sets out the regime governing political activities for employees. It provides a definition of "political activities" (see subsection 111(1)) and recognizes the right of employees (except deputy heads) to engage in any of these activities while maintaining the principle of a politically impartial public service.

4.13 The PSC is responsible for administering Part 7. It provides advice to employees and organizations about political activities and reviews requests for permission from employees who are seeking nomination as, or being, a candidate in a federal, provincial, territorial or municipal election. The PSC's authority for political activities cannot be delegated to deputy heads.

4.14 Part 7 governs the political activities of employees in federal organizations for which the PSC has the exclusive authority to make appointments and to deputy heads of organizations subject to the PSEA. It also applies to deputy heads and equivalents and employees of the following separate agencies whose enabling legislation provides that the political activities provisions of the PSEA apply: Canada Revenue Agency; Parks Canada Agency; Canadian Institutes of Health Research; Financial Transactions and Reports Analysis Centre of Canada; National Film Board of Canada; and Public Service Staffing Tribunal.

4.15 The PSEA limits the political activities of deputy heads to voting in a federal, provincial, territorial or municipal election. This reflects the unique role that all deputy heads play in ensuring the non-partisanship of the public service given the nature of their positions and their responsibilities.

4.16 **Activities related to a political party or candidate before or during an election period** — Employees considering "carrying on any activity in support of, within or in opposition to a political party" and "carrying on any activity in support of or in opposition to a candidate before or during an election period" (see definition of political activities in subsection 111(1) of the Act) are responsible for examining their own specific circumstances in order to ensure that it would be appropriate for them to engage in those activities. Some examples of political activities of this type are: voting; becoming a member of or contributing funds to a political party; attending political party events such as meetings, conventions, rallies and fundraising functions; carrying out administrative duties or displaying political material such as a photo, sticker, badge, button or lawn sign; and using blogs, social networking sites, a personal Web site or video sharing to express personal views in support of, or in opposition to, a political party or candidate.

...public servants are responsible for undertaking a self-assessment and deciding whether their participation in a given activity would impair or could be perceived by others as impairing their ability to perform their duties in a politically impartial manner.

4.17 Reflecting the predominantly values-based approach of the PSEA, individual public servants are responsible for undertaking a self-assessment and deciding whether their participation in a given activity would impair or could be perceived by others as impairing their ability to perform their duties in a politically impartial manner. They are expected to make their decisions based on a solid understanding of the core value of non-partisanship and taking into account the impacts their decisions may have for the performance of their own duties and the public service.

4.18 **Candidacy activities** — Candidacy activity is "seeking nomination as, or being, a candidate in an election before or during the election period" (see definition of political activities in subsection 111(1) of the Act). A public servant seeking to be such a candidate must request prior approval from the PSC. They must also request and obtain approval from the PSC of a leave of absence without pay (LWOP) during the election period if they wish to be a candidate in a federal, provincial or territorial election. In the case of an employee seeking to be a candidate in a municipal election, the PSC may make permission conditional on the employee taking a LWOP. The PSEA requirements and the PSC's role related to candidacy are summarized in Table 10.

Table 10: *Public Service Employment Act* requirements related to candidacy in elections

	Federal, provincial or territorial elections	Municipal elections
Seeking nomination **before or during** election period	PSC permission required[1]	PSC permission required[1]
Being a candidate **before** election period	PSC permission required[1]	PSC permission required[1]
Being a candidate **during** election period	PSC permission and LWOP required	PSC permission required[2]
Effect of being elected	Public servant ceases to be an employee	PSC may make permission conditional on the following: • employee taking LWOP; or • public servant ceasing to be an employee.

The Public Service Commission (PSC) may make permission conditional on the employee taking a leave of absence without pay (LWOP):

[1] For the period or any part of the period in which the employee seeks nomination as a candidate, or for the period or any part of the period in which the employee is a candidate before the election period, as the case may be; or

[2] For the period in which the employee is a candidate during the election period.

Note: In cases where the PSC has concerns about the type of work performed or the specific files processed by the employee, operational work arrangements could be required by the department or agency.

The PSC reviews each candidacy request on its own merit. ...it takes into consideration... the nature of the election, the nature of the employee's duties within the organizational context and the level and visibility of the employee's position.

4.19 The PSC reviews each candidacy request on its own merit. In doing so, it takes into consideration factors such as the nature of the election, the nature of the employee's duties within the organizational context and the level and visibility of the employee's position.

4.20 The PSC requires both sufficient information and time to consider each candidacy request. The *Political Activities Regulations* require that candidacy requests be submitted to the PSC for review no later than 30 days before the date by which the employee requires a decision from the PSC. This ensures that the PSC has adequate time to assess requests, obtain any necessary clarifications from the employee, their manager or, as required, their deputy head and, if necessary, explore with the employee's organization operational work arrangements that could be taken that would allow the employee to be a candidate while maintaining the principle of a politically impartial public service.

4.21 The PSC grants permission if it is satisfied that seeking nomination as, or being, a candidate will not impair, or be perceived as impairing, the employee's ability to perform their duties in a politically impartial

The PSC grants permission if it is satisfied that seeking nomination as, or being, a candidate will not impair, or be perceived as impairing, the employee's ability to perform their duties in a politically impartial manner.

manner. In situations where there are concerns about the political impartiality of the public service, the PSC may make permission conditional on the employee taking a LWOP, operational work arrangements being put in place in the employee's organization or the employee ceasing to be an employee if elected at the municipal level. A request may be denied if the PSC considers that any real or perceived risk to the political impartiality of the public service cannot be mitigated.

4.22 In 2009-2010, the PSC received 99 new requests for permission to seek nomination as, or to be, a candidate in an election. This represented an 83% increase from last year, when 54 requests were received. Table 11 illustrates the nature of candidacy requests submitted by public servants.

Table 11: Status of requests (April 1, 2009 to March 31, 2010)

Level of election	Carried forward from 2008-2009. Permission granted in 2009-2010	New candidacy requests received in 2009-2010						
		Permission granted	Permission previously granted still applies	Permission not granted	Requests received too late to review and render decision	Requests withdrawn prior to PSC review	Requests pending PSC review	TOTAL 2009-2010 new candidacy requests
Federal	0	7[1]	0	0	0	2	0	9
Provincial	0	0	0	0	0	0	1	1
Territorial	0	0	0	0	0	0	0	0
Municipal	4 (1 with LWOP)	75[2] (13 with LWOP)	3	0	2	2	7	89
Total	**4**	**82**	**3**	**0**	**2**	**4**	**8**	**99**

Source: Public Service Commission Internal Tracking System

[1] Two federal requests granted were for a leave of absence without pay (LWOP) for political activities by the same individual.

[2] Change of employment circumstances: 3 municipal requests granted.

4.23 Municipal election requests again represented the majority (89 of 99, or 90%) of new candidacy requests received from employees in 2009-2010. Of the 79 employees who received permission to be candidates in municipal elections in 2009-2010, 14 (18%) had the condition imposed of taking a LWOP if elected. In eight of those 14 cases, the individuals were seeking permission to be a candidate for a full-time elected office. In the remaining six, the request related to being a candidate for a part-time elected office, but the nature of the employee's duties, such as recommending and approving grants and contributions and performing the functions of a front-line border services officer, led the PSC to conclude that the non-partisanship of the public service would be compromised.

4.24 All provinces and territories have now held general municipal elections since the current PSEA extended the requirement that public servants obtain permission from the PSC to seek nomination as or be a candidate in municipal elections. Newfoundland and Labrador and Quebec were the last provinces to do so, holding elections in 2009-2010.

4.25 **Streamlining municipal candidacy requests** — In 2008-2009, the PSC committed to introducing changes to the process for employees seeking permission to be a candidate in a municipal election to facilitate timely review while ensuring that the PSC continues to fulfill its mandate to safeguard the political impartiality of the public service. A streamlined process came into effect on January 1, 2010, following consultations with organizations subject to Part 7 of the Act and analysis of municipal candidacy requests received since the coming into force of the PSEA in 2005.

Building on the lessons learned from streamlining the approach for municipal candidacy requests, the PSC will be reviewing its approach for federal, provincial and territorial candidacy requests.

4.26 The streamlined process will ensure that municipal candidacy requests can be reviewed in a timely way, while continuing to protect the non-partisanship of the public service. Input from deputy heads is no longer required for most municipal candidacy requests. The request for permission form has been simplified for both employees and their supervisors and is available on the PSC Web site. The PSC's internal approval process has been modified to reduce the administrative burden and ensure more efficient decision-making. The PSC will be able to begin to assess the impacts of the streamlined process in 2010-2011 as municipal elections will be held in a number of Canadian provinces during the period.

4.27 Building on the lessons learned from streamlining the approach for municipal candidacy requests, the PSC will be reviewing its approach for federal, provincial and territorial candidacy requests. It is expected that efficiencies can be gained in the review of these candidacy requests while continuing to ensure that the PSC fulfills its mandate to safeguard a politically impartial public service.

4.28 **Continuing to enhance informed decision-making and communications** — In order for public servants to make appropriate decisions with respect to the political activities provisions of the PSEA, they must have an understanding of not only the core value of non-partisanship, but also their legal rights and obligations with respect to engaging in political activities and, in the case of candidacy activity, of the role of the PSC in granting permission. Communicating the necessary information to employees is particularly challenging when they do not have access to electronic messages, or when they are seasonal employees.

4.29 The PSC's Survey of Staffing-Candidates collected information about public servants' awareness of these rights and responsibilities. The survey targeted federal organizations which fall under the PSEA and that had at least 350 employees on the last day of the reference period (October 1, 2008 to September 30, 2009). The six separate employers to which Part 7 of the PSEA also applies were not covered by the survey. Fifty-seven percent of employees indicated being aware of their rights and responsibilities "to a moderate extent" or "to a great extent", compared with 37% and 7%, respectively, indicating being aware "to a limited extent" or "not at all".

Both the PSC and organizations continued to make concerted efforts in 2009-2010 to inform employees of their rights and obligations, especially those in organizations with a large regional presence and remote locations.

4.30 Both the PSC and organizations continued to make concerted efforts in 2009-2010 to inform employees of their rights and obligations, especially those in organizations with a large regional presence and remote locations. This included updating and posting the PSC's "Political Activities and You" brochure, as well as providing deputy heads with an information communiqué for employees regarding political activities. The PSC targeted its communication efforts in locations where elections were being held. It contributed information regarding federal employees' legal obligations related to political activities for both municipal and association publications and Web sites.

4.31 A total of 13 provincial and municipal general elections were held in 2009-2010. The PSC continued to remind departments and agencies of the importance of their role in actively keeping their employees informed about the political activities regime, particularly those in regional offices or located in remote locations who may not have access to a computer as part of their work environment.

4.32 **Investigations into political activities** — As noted earlier, the PSC relies on a range of measures to foster adherence with Part 7 of the PSEA. These include the provision of information and communication, allegations and investigations.

4.33 The PSC has exclusive authority to carry out investigations of allegations of improper political activity. Under sections 118 and 119 of the PSEA, the Commission may carry out investigations related to: a political activity by an employee in support of or in opposition to a political party or candidate before or during an election period; the nomination and candidacy of an employee before and during an election period; and whether a deputy head engaged in any political activity other than voting.

4.34 Anyone may bring forward an allegation of improper political activity by a federal public servant to the PSC. If the PSC determines that the allegation is founded it may take any corrective action that it considers appropriate, up to and including the dismissal of the employee.

4.35 Only a person who is or was a candidate in an election may make an allegation that a deputy head has engaged in political activities other than voting. If the allegation is substantiated, the PSC is required to report its conclusions to the Governor in Council who may dismiss the deputy head. The PSC is considering whether others should be entitled to bring forward an allegation of improper political activity by a deputy head as part of its assessment of Part 7 of the PSEA.

4.36 In 2009-2010, the PSC received a total of 16 new requests to investigate allegations related to improper political activities as compared to 22 such requests last year. Combined with 5 cases carried over from previous years, the PSC had 21 active cases in 2009-2010.

4.37 The PSC completed 18 political activity-related cases in 2009-2010, 6 through full investigation. Five of these investigations were determined to be founded, while one was determined to be unfounded.

Table 12: PSC investigations into allegations of improper political activities

Number of active cases carried over from previous years	5
Number of requests received in 2009-2010	16
Total number of active cases in 2009-2010	21
Number of cases completed in 2009-2010	18
Number of cases closed at intake[1]	12
Number of cases discontinued	0
Number of investigations unfounded	1
Number of investigations founded	5
Number of active cases remaining as of March 31, 2010	3

Source: Public Service Commission Investigations Management Information System

[1] Cases are closed at intake for several reasons, i.e. the PSC has no mandate to investigate, there is no possibility of corrective action, or for other reasons which make the case unsuitable for investigation.

4.38 As described earlier in this chapter, the PSC introduced a streamlined process for reviewing municipal candidacy requests in 2009-2010. In tandem, the PSC has shifted its approach for addressing allegations of improper political activity relating to municipal candidacy. Under this new approach, the PSC may decide not to investigate cases of technical non-compliance with the PSEA in municipal candidacy cases. This will allow the PSC to focus on information and education of potential candidates rather than investigation and corrective action. This does

...the PSC introduced a streamlined process for reviewing municipal candidacy requests in 2009-2010.

not preclude the PSC from investigating allegations related to municipal candidacy and the PSC continues to examine requests on a case-by-case basis to ensure that the political impartiality of the public service will not be put at risk. It is expected that the new approach will be more efficient and effective for the PSC, employees and their organizations.

4.39 The PSC received three allegations in 2009-2010 related to non-candidacy activities of public servants. After examining these allegations, the PSC opened an investigation into improper political activity in one case. In the second case, the PSC determined that no one employee could be linked to the improper political activity, but that there was a possibility of an error or improper conduct in the appointment process and therefore opened an investigation under section 66 of the PSEA. In the final case, the PSC did not proceed with an investigation.

Section 118 — Improper political activity

The PSC was requested to conduct an investigation into the possibility that employees were involved in improper political activities. Specifically, the PSC was made aware of concerns that employees may have participated in press conferences where federal members of Parliament presented large ceremonial cheques signed by themselves and, in some cases, embossed with the logo of a political party, in support of infrastructure initiatives.

After contacting numerous departments and agencies regarding the potential involvement of employees in events related to the cheque presentations, the PSC found no evidence that employees were involved in either the preparation of ceremonial cheques or associated press conferences.

After careful consideration of the issues, the PSC decided not to proceed with an investigation into this matter.

Section 118 — Improper political activity

The PSC received information that public servants at the Department of Justice Canada may have engaged in political activities that impaired or could be perceived as impairing their ability to perform their duties. Specifically, it was alleged that public servants may have been involved in the posting and amendment of a partisan news release on the Department of Justice Canada Web site. The news release was posted following the appointment of five new Senators and featured comments by two Ministers and two newly-appointed Senators. On the same day that it appeared, the content of the news release was modified following complaints about its partisan nature.

The investigation determined that the original press release did contain politically partisan language. However, there was no evidence to indicate that any public servant was involved in the drafting of the press release in question as it was prepared exclusively by political staff. Accordingly, the evidence did not support the allegations that public servants were involved in improper political activity.

The investigation also revealed that confusion exists for both public servants and political staff regarding official government communications. In particular, determining who controls the content of a department's Web site remains unclear. Discussions between stakeholders would help to clarify the roles of public servants and political staff regarding the responsibilities for the content of departmental Web sites.

We put a particular focus on examining the movement of former ministers' staff into or back into the public service and the appointment of former Governor-in-Council appointees to the public service.

Relationship between the public service and the political sphere

4.40 The relationship between the public service and the political sphere is central to a non-partisan public service. It can help sustain and reinforce the non-partisan character of the public service, but it can also pose risks.

4.41 As the guardian of non-partisanship, the PSC has a special interest in the latter. In 2009-2010, we sought to improve our understanding of this issue. We put a particular focus on examining the movement of former ministers' staff into or back into the public service and the appointment of former Governor-in-Council (GIC) appointees to the public service.

Former ministers' staff

4.42 The *Federal Accountability Act*, which received Royal Assent on December 12, 2006, amended the PSEA to allow ministers' staff, or staff working in the office of the Leader of the Opposition in the Senate or Leader of the Opposition in the House of Commons, to participate in internal advertised appointment processes open only to employees of the federal public service, for a period of one year upon ceasing to be employed in these offices after having worked in any of them successively for at least three years (see subsection 35.2 of the PSEA). The PSC confirms whether former ministerial staff meet the criteria for this mobility provision.

...we believe that progress has been made in reducing the advantage that former ministerial staff have with respect to entry to the public service.

4.43 The PSC has put in place mechanisms to ensure that the provision is managed appropriately and fulfilled its commitment to allow those eligible to have electronic access to internal advertised job postings.

4.44 In 2009-2010, the PSC received nine requests to confirm eligibility for the mobility provision for former minister's staff. Of these, five were confirmed, one was denied and three were determined to be eligible pending cessation of employment as exempt staff.

4.45 Ministerial staff are hired by ministers and are exempt from the PSEA. When former ministerial staff are appointed to the public service, their appointments, like all others, must respect the PSEA's core values of merit and non-partisanship and the PSC's appointment policy, and must not be the result of unfair access to public service positions or political influence. In addition, as is the case with other public servants, former ministerial staff who are appointed to the public service must perform, and must be seen to perform, their duties in a politically impartial manner.

4.46 Based on the PSC's review of public service data, the population of ministerial staff has been increasing over the past three years, rising from 438 as of March 31, 2008 to 521 as of March 31, 2010, with a 10-year average for the population of 432. At the same time, the number of former minister's staff returning to or being appointed to the public service has dropped, from 49 in 2005-2006 to 17 in 2009-2010. Of the 17 former ministerial staff appointed to the public service in 2009-2010, 10 returned to positions in the public service and five were appointed through an advertised process and two through a non-advertised process.

4.47 Overall, we believe that progress has been made in reducing the advantage that former ministerial staff have with respect to entry to the public service. We will continue to examine individual cases that raise concerns, for instance those involving non-advertised or unreported processes which may pose higher risk.

Appointment of former Governor-in-Council appointees

4.48 In the PSC's Audit of the Immigration and Refugee Board of Canada (IRB), tabled in October 2009, the PSC indicated its concern that preferential treatment of the appointment of former GIC appointees to public service positions in the IRB compromised the PSEA's core value of merit, along with the guiding values of fairness, access, transparency and representativeness.

4.49 Appointing former GIC appointees where merit is not met or not demonstrated compromises both the core and guiding values of the PSEA. Similarly, appointing former GIC appointees either through non-advertised processes, or in advertised processes where the necessary experience can only be obtained as a former GIC appointee, does not respect the guiding values.

Appointing former GIC appointees where merit is not met or not demonstrated compromises both the core and guiding values of the PSEA.

4.50 GIC appointments are appointments made by the Governor General, on the advice of Ministers. As with other public service appointments, appointments of former GIC appointees to the public service must be made in accordance with the PSEA and the core and guiding values and must not be the result of unfair access to public service positions. Once appointed to the public service, former GIC appointees must perform, and must be seen to perform, their duties in a politically impartial manner, especially given the senior levels to which they are often appointed.

4.51 Based on the PSC's analysis of public service data, the population of GIC appointees has remained relatively stable over the past five years. There were 426 GIC appointees in the core public administration and separate agencies as of March 31, 2006 and 406 as of March 31, 2010. Over the same period, the number of former GIC appointees appointed to the public service each year has fluctuated, from a high of 12 to a low of one.

4.52 A total of 31 former GIC appointees were appointed to the federal public service between April 1, 2005 and March 31, 2010. Two of these appointments were made through a non-advertised process. For 12 of these appointments, the choice of process (i.e. advertised or non-advertised) was not reported by the hiring organization. Of the 14 appointments that were made through non-advertised or unreported processes, five were to positions in the Executive Group.

4.53 Appointments of former GIC appointees are concentrated in a small number of organizations and are often to relatively senior positions. As a result, and given the importance of ensuring that such appointments adhere to the PSEA and are not the result of unfair access, the PSC will be monitoring these appointments to the public service more closely in the coming fiscal year.

Safeguarding non-partisanship in the 21st century

4.54 As committed to in its 2008-2009 Annual Report, the PSC launched an initiative on "Safeguarding a Non-Partisan Public Service in the 21st Century" in the spring of 2009. The initiative examined two principal issues: the behaviours that should be expected of public servants and political officials; and the mechanisms and approaches that can best ensure that Canadians continue to benefit from a public service that is based on the core values of both merit and non-partisanship. In doing so, the PSC sought to deepen its own knowledge and play a leadership role in identifying what is required to continue to safeguard the non-partisan character of the public service in the decades ahead.

The centrepiece of the PSC's initiative was a dialogue on non-partisanship with recognized experts at a series of roundtables and a day-long national symposium.

4.55 The centrepiece of the PSC's initiative was a dialogue on non-partisanship with recognized experts at a series of roundtables and a day-long national symposium. The roundtables were held at universities across the country between the spring and the autumn of 2009. More than 55 academics and current and former senior officials from the federal and provincial public services participated.

4.56 The symposium, co-hosted with the University of Ottawa's Graduate School of Public and International Affairs, was held in March 2010. It brought together about 25 top-level experts to discuss and provide advice on how the PSC should move forward on implementing its responsibilities under the PSEA to independently safeguard the non-partisanship of the federal public service. Participants included leading academics from Canada and abroad, current and former senior officials from the federal public service, including the Privy Council Office and the Treasury Board of Canada Secretariat, current and former senior provincial officials, two Parliamentarians and a bargaining agent representative.

4.57 Paralleling recent experience in Britain (see Exhibit 3), symposium participants endorsed a multi-faceted approach for safeguarding the non-partisanship of the federal public service. They offered advice to the PSC in five main areas:

- **Developing and reinforcing a renewed vision for a non-partisan public service**

  There was consensus amongst participants on the fundamental importance of the PSC renewing the vision of a non-partisan federal public service to make it more relevant for today and for the future. As a number of participants emphasized, the vision should be grounded in an ideal view of what a non-partisan public service is and be clear on how and in what respects the federal public service diverges from that ideal view in reality. The vision

must also carefully lay out what the contemporary expectations are for individual public servants and the public service overall to be politically impartial.

Symposium participants underscored that the PSC must ensure meaningful engagement in the renewal of the vision from all key stakeholders. They also noted that there is a critical leadership role for the PSC to play in effectively and regularly communicating the renewed vision to Parliament, public servants, elected officials, Canadians and others.

- **Strengthening engagement, outreach and communications on a non-partisan public service**

  As noted above, symposium participants recommended that the PSC foster broader dialogue on the requirements for and expectations of a non-partisan public service in the coming decades. Most participants stressed that engaging Canadians should be the top priority, with special attention also being paid to engaging Parliamentarians and the public service.

  Participants indicated very strong support for the PSC implementing its responsibilities to independently safeguard the non-partisanship of the public service through the present legislative approach for candidacy requests. They also argued for increased emphasis by the PSC on communicating the core values and other considerations that individual public servants should take into account to ensure that staffing decisions are free of political influence and when making decisions about participating in non-candidacy political activities. They recommended that the PSC take on a stronger, more proactive educational or promotional role on political activities and non-partisanship, with both current and future public servants at all levels.

- **Moving forward on changes to the PSEA, its regulations and PSC policies related to political activities and non-partisanship**

  Some symposium participants identified limitations in the current approach for safeguarding the non-partisanship of the public service, such as the PSEA's narrow definition of political activities (and/or its interpretation to date) and its focus on what they considered relatively low risks to the political impartiality of the public service. They supported the PSC moving forward on identifying key provisions of the Act that should be considered for amendment. At the same time, they concluded that there is significant scope for the PSC to fulfill its responsibility to independently safeguard the non-partisanship of the public

service through changes to the *Political Activities Regulations* and the PSC's own policies, guidelines and communications, rather than legislative change.

- **Clarifying the relationship between the political sphere and the public service**

  Participants generally agreed that changes in the relationship between the political sphere and the public service over recent years have created new challenges for maintaining the political impartiality of the public service. They stressed that, while difficult to articulate, the relationship between the two spheres must be a key element in the renewed vision for a non-partisan public service.

  Participants encouraged the PSC to consider the education and communication that could be provided to ministers and their staff to raise awareness about non-partisanship and appropriate roles and responsibilities in a non-partisan public service. They also argued strongly for the development of a code of conduct that would provide guidance to ministerial staff in their interactions with the public service and to public servants in their interactions with officials in a minister's office.

- **Fostering increased respect for non-partisanship in senior appointments**

  Symposium participants observed that the Clerk, deputy heads and other senior appointees, many of whom are GIC appointees, are at the interface of the political and public service spheres and must therefore play a leadership role in safeguarding the non-partisanship of the public service. Several participants noted that the absence of a currently-active independent body to oversee senior appointments is a risk to the non-partisanship of the public service. Others pointed to the risks to non-partisanship that can arise from the movement of former ministerial staff and former GIC appointees into the public service, particularly to senior positions.

4.58 The issue of how the PSC should move forward on implementing its responsibilities under the PSEA regarding political activities and non-partisanship is central to the PSC's assessment of the PSEA. In 2010-2011, the PSC will therefore be building on the results of its roundtables and symposium and:

- Broadening its dialogue on safeguarding non-partisanship to include Parliamentarians and Canadians;
- Further enhancing its communications and outreach on political activities and non-partisanship with public servants;
- Analyzing existing data on the political activities of public servants since the coming into force of the Act;
- Exploring options for providing more precision to the meaning of political activities in the PSEA regulations and PSC policies and guidelines;
- Determining whether there are other kinds of political activities that are not presently covered by the Act but, given the magnitude of the risk they pose to the non-partisanship of the public service, should be dealt with using other instruments;
- Examining the desirability and feasibility of establishing a politically restricted class of employees through the PSEA regulations, as provided for under subsection 113(2) of the Act; and
- Examining the mechanisms and approaches for clarifying the relationship between the political and public service spheres as it relates to the non-partisanship of the public service.

...the PSC plans to outline its position on a renewed vision for a non-partisan public service in its upcoming Special Report to Parliament.

4.59 Based on this work, the PSC plans to outline its position on a renewed vision for a non-partisan public service in its upcoming Special Report to Parliament. The PSC will also identify in the Special Report any other issues related to safeguarding a non-partisan public service that come to its attention.

Exhibit 3: Safeguarding non-partisanship in the British civil service

There is a long-standing tradition in Britain of a non-partisan civil service that dates back to the middle of the nineteenth century. Historically, the non-partisan nature of the civil service has been safeguarded on the basis of convention, rather than through constitutional or statutory means. Over the last decade, Britain has taken a number of steps to modernize and strengthen its approach in response to pressures similar to those experienced in other Westminster systems.

Since 2006, British civil servants have operated within a *Civil Service Code*[24] that sets out the core values of the civil service, including political impartiality. The Code outlines the duties and responsibilities of civil servants, including the duty to comply with political activity restrictions and to refrain from being influenced by partisan considerations.[25]

In 2008, to reduce the risk of politicization of senior public service appointments, parliamentary select committees began scrutinizing 60 key public service appointments.[26] These appointments include public service positions in which the appointee protects the public's rights and interests and in which the public servant needs to show professional independence from the government of the day. The new review process supplements the role played by the British Civil Service Commissioners, who oversee the selection process of civil servants, including senior civil servants.[27]

In 2009, the British government released a guide for civil servants on participating in on-line social media activities that reminds civil servants that they must adhere to the guiding values set out in the *Civil Service Code* when participating on-line, just as they would with traditional

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[24] www.civilservice.gov.uk/about/values/cscode/index.aspx.

[25] http://cpd.org.au/article/modern-british-civil-service:-fusion-historic-values-21st-century-dynamism.

[26] http://webarchive.nationalarchives.gov.uk/ and www.cabinetoffice.gov.uk/newsroom/news_releases/2008/080602_appointments_process.aspx.

[27] www.civilservicecommissioners.org/What_we_do/.

media.[28] The guide also provides advice on participating in on-line forums and blogs and forming partnerships with social media organizations.[29]

In April 2010, the non-partisan nature of the British civil service was enshrined in legislation, when the *Constitutional Reform and Governance Act* received Royal Assent. With this legislation, changes can only be made to core civil service guiding values and principles, including non-partisanship, with the scrutiny and approval of Parliament. The new legislation will also safeguard the independence of the Civil Service Commissioners.[30]

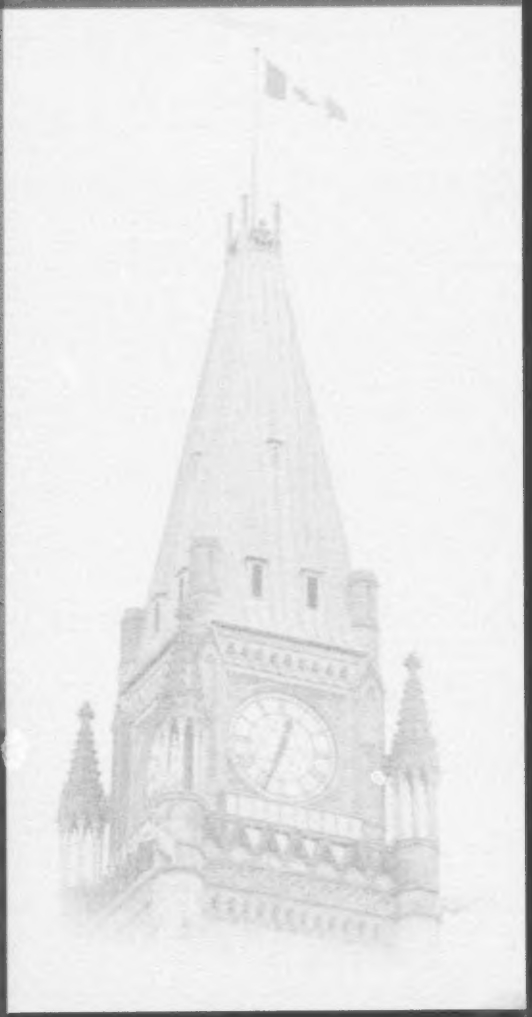
[28] http://coi.gov.uk/documents/Engaging_through_social_media.pdf.

[29] http://wiki.gsi.gov.uk/.

[30] www.civilservice.gov.uk/news/2010/may/civil-service-legislation.aspx#print.

Chapter 5

Management of staffing in departments and agencies



5 Management of staffing in departments and agencies

Good performance in the key success factors should be a predictor that an organization will achieve the outcomes intended by the Public Service Employment Act...

5.1 This chapter presents the Public Service Commission's (PSC) assessment of organizational performance in staffing, along with specific examples of noteworthy organizational practices. The Staffing Management Accountability Framework (SMAF) serves as the basis of the PSC's assessment of organizations' management of their delegated appointment authorities. The SMAF sets out elements necessary for a well-managed appointment system. The elements in the SMAF are of two types: **key success factors** and **outcomes**. Good performance in the key success factors should be a predictor that an organization will achieve the outcomes intended by the *Public Service Employment Act* (PSEA), that is the management expectations of flexibility and efficiency, the core values of merit and non-partisanship and the PSC's guiding values of representativeness, fairness, transparency and access.

Key success factors

1. Delegation of staffing to deputy heads
2. Planning for staffing and monitoring of results
3. Organizational human resources support systems
4. Organizational accountability for results

5.2 The focus of this chapter is organizational performance in the four key success factors. The chapter also reports on efficiency as measured by the time it takes to staff positions. The PSC's assessment of performance with respect to the core and guiding values is presented in Chapter 3.

Assessment methodology

5.3 Critical elements of the PSC's annual assessment of organizational staffing performance are PSC operational statistics, investigation results and organizational self-reporting via the Departmental Staffing Accountability Reports (DSAR). This was the first year the assessments also included results from the PSC's Survey of Staffing. The PSC's goal in assessing organizational performance is to ensure that deputy heads are appropriately using their delegated authorities, respecting the core and guiding values and monitoring and adjusting their organizational practices and processes to ensure ongoing improvement.

5.4 The PSC assesses all organizations against the key success factors. For indicators based on quantitative measures, the PSC uses a risk management approach to reduce reporting burden and to ensure an effective use of resources. Based on quantitative measures, the PSC targets the 40% of organizations with weaker performance.

5.5 In their DSARs, organizations are required to answer specific questions about their performance and respond to any concerns and recommendations raised by the PSC in previous years. If the PSC's analysis of statistics indicates areas of concern, organizations are also required to provide the PSC with additional information for further analysis.

For 2010-2011, two new indicators will be added to the PSC's assessment process: one to ensure that organizations monitor specific risk areas; and the second to assess whether organizations' policies align with mandatory PSC policies.

Ongoing improvements to the Staffing Management Accountability Framework and the Departmental Staffing Assessment Report

In response to the recommendations in the January 2009 report of the Independent Review Committee entitled "Review of Public Service Commission Oversight", in 2009-2010 the PSC consulted with organizations and key stakeholders to further streamline and improve the Staffing Management Accountability Framework and Departmental Staffing Assessment Report process.

Improvements included a more tailored approach for micro organizations (less than 100 employees). For these organizations, the PSC used alternate types of evidence and provided more on-site guidance.

For 2010-2011, two new indicators will be added to the PSC's assessment process: one to ensure that organizations monitor specific risk areas; and the second to assess whether organizations' policies align with mandatory PSC policies.

5.6 In assessing organizational performance, the PSC assigns four possible ratings:

- Strong performance (consistent with assessment requirements plus innovative or noteworthy practices);
- Acceptable performance (generally consistent with the assessment criteria);
- Opportunities for improvement (some assessment criteria are met); and
- Requires attention (key assessment criteria are not met).

5.7 Organizational performance results are used for a variety of purposes. Results are designed as an "early warning system" and are shared with departments and agencies with the goal of improving staffing within those organizations.

5.8 Results are also used in the development of the PSC's audit plan. Typically, the PSC's audit plan focuses on organizations with weaker performance and therefore the audits have a higher likelihood of revealing issues. During PSC audits, more detailed evidence is obtained through on-site visits, file reviews and interviews to ascertain the organization's level of compliance with the PSEA, regulations and policies. The overall assessment of the staffing system, presented in Chapter 3, considers and integrates the results from all oversight activities.

The results of the best- and worst-performing organizations are shared with the Committee of Senior Officials for consideration in the performance appraisals of deputy heads.

5.9 Results from the annual performance assessment are also shared with the Treasury Board of Canada Secretariat for inclusion in organizations' overall Management Accountability Framework assessment. The results of the best- and worst-performing organizations are shared with the Committee of Senior Officials for consideration in the performance appraisals of deputy heads.

Scope of assessment

5.10 In 2009-2010, 84 Appointment Delegation and Accountability Instruments (ADAIs) were in place between the PSC and the departments and agencies subject to the PSEA. The PSC assessed the staffing performance of 77 of these organizations. Six organizations were subject to a less formal assessment process because they were newly created. One organization was not assessed as it was under file review following an audit.

5.11 Performance results are presented for each of the key success factors based on the assessment results of 51 small, medium and large organizations.[31] Assessments were conducted for all micro organizations but were excluded as these organizations account for only 0.5% of the public service population and 0.6% of the staffing activity. Excluding the micro organizations from the results provides a more realistic picture of the performance of the staffing system overall.

[31] Of these 51 organizations, 22 were classified as "large" (over 2000 employees) and represented almost 91% of the PSEA population. Of the remaining organizations, 13 were classified as "medium" (500 to 1999 employees) and 16 as "small" (100 to 499 employees).

Overall assessment of key success factors

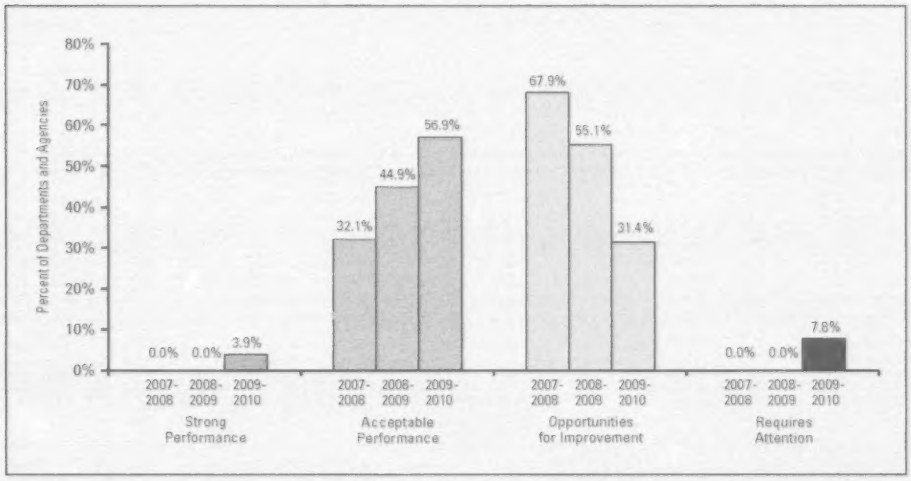
5.12 Figure 8 provides an overview of how the federal public service performed against the key success factors over the last three years, based on an aggregate average score across the four factors. For 2009-2010, the PSC assessment revealed that approximately 60% of organizations were assessed with "acceptable" or "strong performance" and close to 40% were assessed as "opportunities for improvement" or "requires attention". Overall, these findings represent an improvement over the results reported for fiscal year 2008-2009.

5.13 The results also revealed that a few organizations are performing at the two extremes of the rating scale, with approximately 4% of organizations assessed as "strong performance" and approximately 8% as "requires attention". Organizations whose performance was assessed as less than acceptable will need to particularly focus on responding to the PSC's recommendations in the coming year.

5.14 The PSC also found that medium-sized organizations were more likely to have less than acceptable performance, while large and small organizations were assessed with better performance: 8 of 22 large organizations (36%), 7 of 13 medium-sized organizations (54%) and 5 of 16 small organizations (31%) were rated as either "opportunity for improvement" or "requires attention". The main areas where organizations had greater difficulty in meeting expectations related to planning for staffing and monitoring of results.

...medium-sized organizations were more likely to have less than acceptable performance, while large and small organizations were assessed with better performance...

Figure 8: Key success factors for all organizations (excluding those with less than 100 employees)



Source: Public Service Commission Staffing Management Accountability Framework assessment results

Note: Previous years' results have been revised to reflect the new methodology in this Annual Report. Statistics are not comparable with the 2008-2009 or the 2007-2008 Annual Report.

Delegation of staffing to deputy heads

5.15 Last year, the PSC reported that most organizations had set up frameworks to monitor their delegated authorities. In 2009-2010, the PSC expected organizations to provide evidence that they were using the frameworks to monitor staffing activity and report the results of the monitoring to senior management. In 2009-2010, 65% of organizations were assessed as having either "strong" or "acceptable" performance for this factor, as they had implemented formal monitoring of the use of sub-delegated authorities.

In 2009-2010, 65% of organizations were assessed as having either "strong" or "acceptable" performance [on delegation of staffing to deputy heads], as they had implemented formal monitoring of the use of sub-delegated authorities.

5.16 Approximately one-third of organizations, however, are not fully using the frameworks to report on results to senior management or address issues identified in the monitoring exercise. Organizations with "acceptable" performance are addressing the deficiencies by providing additional training to managers, by adjusting organizational policies (e.g. limiting the use of non-advertised processes), as well as by revising or developing new staffing tools. Certain organizations have limited the authority of managers who have not demonstrated sound judgment when staffing.

Noteworthy practices

In 2009-2010, both Transport Canada and Statistics Canada were assessed as having "strong performance" for the sub-delegation of staffing authorities within their organizations. They have made considerable efforts to extend sub-delegation to managers, supported by comprehensive learning and development activities. In addition to mechanisms to ensure compliance with the guiding values, legislation and policies, these organizations also have regular, planned monitoring activities designed to assess compliance and identify issues and trends.

Imposing conditions on delegation

5.17 The PSC uses a number of oversight tools, including audits, to ensure that deputy heads exercise their delegated authorities properly and adhere to the PSEA. Depending on the conclusions of its audits, the PSC may provide an organization with recommendations for improving their staffing practices and ensuring compliance with legislative and policy requirements.

5.18 When audits find serious issues, the PSC may decide to place conditions or limitations on an organization's ADAI. These conditions or limitations depend on the severity of the audit findings and may range from requiring additional reporting, to restricting the deputy head's authority to sub-delegate within their organization, to removing delegated authorities, either partially or completely.

5.19 In 2009-2010, several public service organizations were operating with additional conditions or restrictions on their staffing activities. Appendix 3 identifies the details of the conditions or restrictions added to their ADAIs.

5.20 As a result of a *Follow-Up Audit of the Office of the Correctional Investigator* completed in 2008-2009, all restrictions and additional conditions were removed from its ADAI in August 2009.

There was an increase in "acceptable performance" due in part to organizations putting greater effort into creating meaningful staffing plans and priorities.

Planning for staffing and monitoring of results

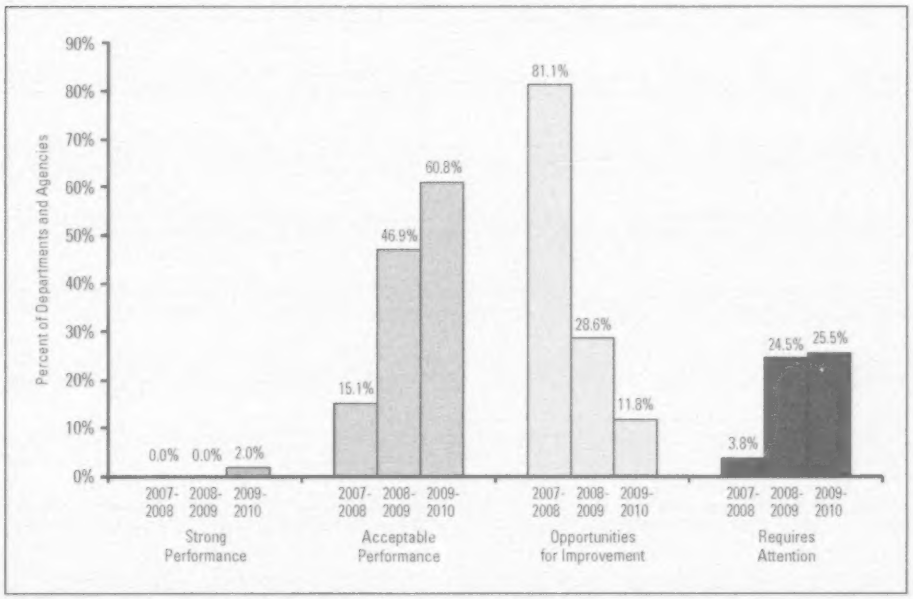
5.21 The PSC's assessment of this key success factor considers staffing performance from two perspectives:

- Planning for staffing and the identification of organizational staffing priorities and associated staffing strategies; and
- Monitoring of staffing results and a comparison of actual staffing activities and planned staffing strategies in order to make necessary adjustments for improvement.

5.22 Given the importance of these activities, and the differing level of performance in these two areas, the results are presented separately to highlight where attention is required.

5.23 **Planning for staffing priorities and strategies** — Organizations must demonstrate to the PSC that they have established staffing priorities and the associated staffing strategies. Figure 9 below illustrates that approximately 63% of organizations demonstrated either "strong" or "acceptable performance" in this area, an improvement from the previous year when only 47% of organizations had "acceptable performance". There was an increase in "acceptable performance" due in part to organizations putting greater effort into creating meaningful staffing plans and priorities.

Figure 9: Planning for staffing priorities and strategies (excluding organizations with less than 100 employees)



Source: Public Service Commission Staffing Management Accountability Framework assessment results

Note: Previous years' results have been revised to reflect the new methodology in this Annual Report. Statistics are not comparable with the 2008-2009 or the 2007-2008 Annual Report.

5.24 While organizations continue to improve their performance with respect to staffing priorities and strategies, 37% (19 organizations) still had less than "acceptable performance". Most of these organizations have identified staffing priorities that have been approved by senior management but generally do not have clearly defined staffing strategies directly linked to all the staffing priorities. Many failed to set out measurable expected results or performance indicators.

5.25 The number of organizations assessed as "requires attention" remains high at 25.5% or 13 organizations. An additional concern is that, if organizations have not established staffing priorities and strategies, they will not be able to communicate them to managers, employees and employee representatives.

Noteworthy practices

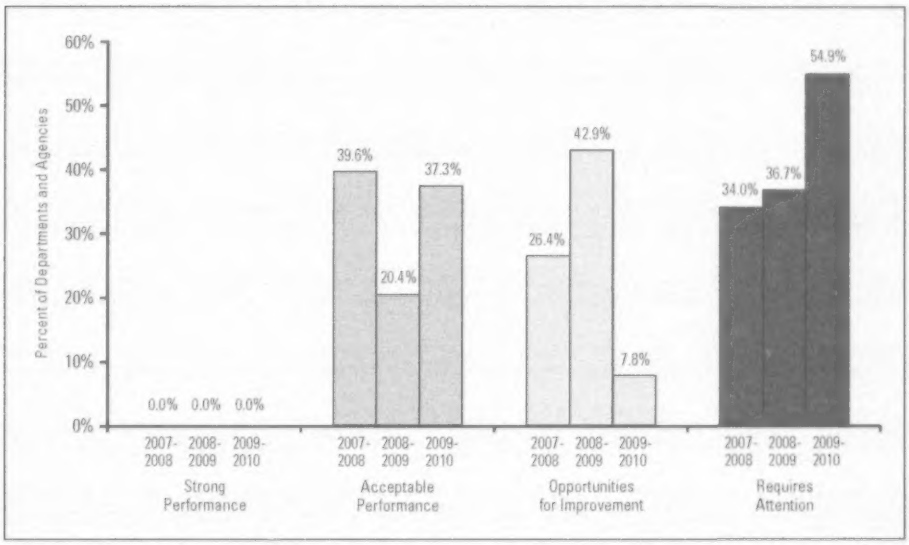
In 2009-2010 Statistics Canada (STC) was assessed as having "strong performance" in this factor. STC has thoroughly integrated human resources (HR) planning and business planning and has a well-established process to identify and plan all HR-related activities needed to achieve the organization's strategic objectives. Staffing priorities are clear and are supported by staffing strategies with measureable performance indicators. STC actively involves sub-delegated managers in planning and implementing staffing activities.

5.26 **Monitoring of staffing results** — In 2009-2010, the PSC has continued to raise its expectations with respect to monitoring as organizations have developed their capacity. The PSC requires organizations to provide evidence demonstrating that they compare actual staffing activities to planned staffing strategies. To achieve at least acceptable performance in this area, staffing strategies need to be sufficiently developed to enable a comparison to actual activities.

5.27 Three years after the PSC set out expectations with respect to monitoring, 37% of organizations demonstrated "acceptable performance". However, as Figure 10 demonstrates, over half of organizations continue to have ratings of either "opportunities for improvement" (8%) or "requires attention" (55%).

...over half of organizations continue to have ratings [on monitoring of staffing results] of either "opportunities for improvement" (8%) or "requires attention" (55%).

Figure 10: Monitoring of staffing results (excluding organizations with less than 100 employees)



Source: Public Service Commission Staffing Management Accountability Framework assessment results

Note: Previous years' results have been revised to reflect the new methodology in this Annual Report. Statistics are not comparable with the 2008-2009 or the 2007-2008 Annual Report.

5.28 Most of the organizations rated as "requires attention" have no system in place to compare actual outcomes to planned outcomes and no information on which to base recommendations to senior management.

5.29 Developing efficient staffing systems will enable organizations to plan and implement effective staffing approaches in line with the core and guiding values and improve their staffing performance and overall operational effectiveness.

Organizational human resources support systems

5.30 As a condition of the ADAI, organizations must ensure that sub-delegated managers have access to staffing advisors who have passed the PSC's Appointment Framework Knowledge Test (AFKT), thereby demonstrating knowledge of the legislative and policy framework for staffing in the public service. The PSC requires that at least 80% of staffing advisors in small, medium and large organizations have completed the AFKT. Further, organizations must ensure that staffing advisors participate in continuous learning about staffing.

5.31 Nearly all organizations (96%) were able to demonstrate that their staffing advisors had participated in continuous learning. The PSC noted that only five large organizations and one medium organization did not

meet the objective of having 80% of staffing advisors successfully complete the AFKT. In most cases, the staffing advisors were participating in developmental programs, or the organizations were actively working to ensure that the advisors obtained the necessary learning.

Noteworthy practices

Veterans Affairs Canada and Transport Canada offer structured, on-going support to staffing advisors to help them develop their competencies. The learning and development activities offered are aimed at developing expertise in various subjects related to staffing. These organizations also invested in electronic systems designed to facilitate the provision of expert staffing advice and speed up the decision-making process.

5.32 Based on the PSC's Survey of Staffing – Managers: 2008-2009, 90.5% of managers reported that they were satisfied "to some extent" (43.6%) or "to a great extent" (46.9%) with the quality of the staffing services provided. One in ten managers (9.5%) responded that they were "not at all" satisfied with the quality of the staffing services provided. Organizations where managers were less satisfied with the HR services are expected to monitor the situation and implement strategies to address the issues. The PSC will continue to monitor results, including deputy head commitments, in this area.

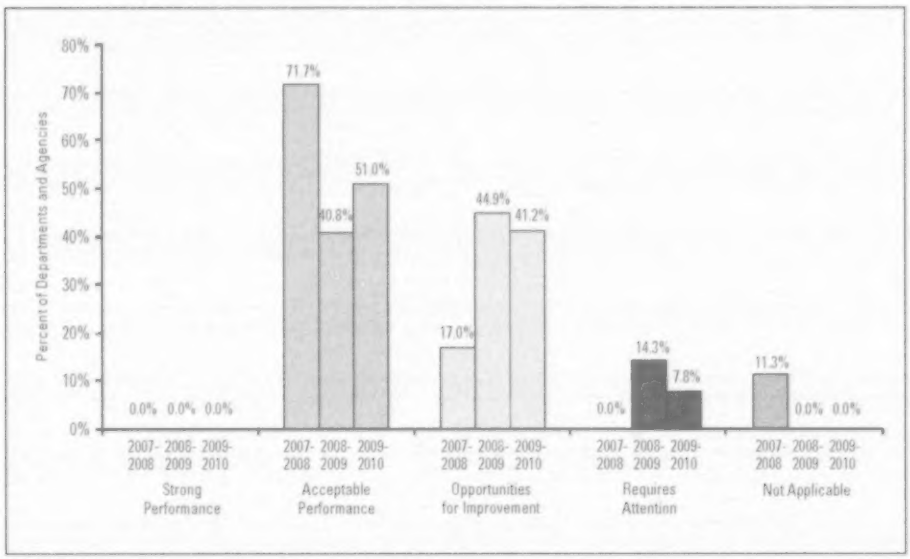
Organizational accountability for results

...the PSC expects organizations to respond to PSC recommendations made in previous years and to demonstrate improvement with respect to all recommendations.

5.33 As part of the ADAI, deputy heads are expected to comply with the PSC's reporting requirements, to collaborate with other PSC oversight requirements such as audits, investigations and studies, and to make improvements where deficiencies are identified. As part of the PSC's annual assessment of organizations' staffing performance, the PSC expects organizations to respond to PSC recommendations made in previous years and to demonstrate improvement with respect to all recommendations.

5.34 The PSC closely monitors actions taken and results achieved in follow-up to its recommendations. Last year, the assessment of organizational accountability in terms of responding to recommendations from the PSC was reported in combination with the assessment of how organizations compared their staffing results with their planned staffing strategies and whether they took the necessary action. This year, the PSC is reporting on organizations' performance in response to PSC recommendations separately from other indicators.

Figure 11: Organizational accountability for results — implementation of PSC recommendations by organizations (excluding those with less than 100 employees)



Source: Public Service Commission Staffing Management Accountability Framework assessment results

Note: Previous years' results have been revised to reflect the new methodology in this Annual Report. Statistics are not comparable with the 2008-2009 or the 2007-2008 Annual Report.

5.35 Of the 51 small, medium and large organizations assessed in 2009-2010, 49 had received recommendations following the PSC's previous assessment of staffing performance. As illustrated in Figure 11, the percent of organizations with "acceptable performance" in implementing the PSC's recommendations increased from approximately 41% in 2008-2009 to 51% in 2009-2010.

5.36 This year's assessment revealed that 24 of the 49 organizations responded to and demonstrated improvement with respect to all of the recommendations received from the PSC and 21 organizations responded to and demonstrated improvement with respect to at least half of the recommendations. Four organizations acted on less than half of the PSC's recommendations, or acted on at least half of the recommendations but were unable to demonstrate improvement.

5.37 However, the PSC also observed that it has made the same recommendation to 12 organizations for the third consecutive year with respect to planning for staffing and monitoring results. The PSC has drawn this to the attention of the respective deputy heads and emphasized the importance of addressing the PSC's recommendations. The PSC will continue to monitor the progress of organizations in these areas.

Top performers

5.38 The results of the PSC's annual monitoring process reveal that the staffing system is operating as intended by the PSEA. Close to two-thirds of organizations have acceptable overall performance with respect to the key success factors and outcomes of the SMAF. While 11 organizations were assessed as having "opportunities for improvement" at the overall level, the 2009-2010 assessment revealed three organizations with "strong" performance without any areas needing attention. These organizations are considered top performers.

The results of the PSC's annual monitoring process reveal that the staffing system is operating as intended by the PSEA.

Table 13: Top performers based on the Public Service Commission's 2009-2010 Staffing Management Accountability Framework assessment

ORGANIZATION
Statistics Canada
Transport Canada
Western Economic Diversification Canada

Source: Public Service Commission Staffing Management Accountability Framework assessment results

Efficiency and time to staff

5.39 In its last two annual reports, the PSC has focussed on time to staff as a measure of the efficiency of the staffing system. Based on its annual Survey of Staffing, which collects information from hiring managers across the public service, the PSC found that the average time to staff indeterminate advertised positions during the period October 2007 to September 2008 was 23.5 weeks.[32]

5.40 This year, the PSC's analysis of the Survey of Staffing results revealed that there has been a significant reduction in the time required to staff collective indeterminate advertised processes, with the average time to staff these processes decreasing from 27.4 weeks in the period October 2007 to September 2008 to 24.7 weeks in the period October 2008 to September 2009 (see Table 14).[33] The overall time to staff indeterminate

[32] Based on the manager's estimate of the total elapsed time between when a staffing request form is submitted and when the appointee first reports for their new position.

[33] The PSC estimates time to staff separately for distinct and collective processes. Based on data collected through the Survey of Staffing, a process is identified as collective if it involves more than one hiring manager and/or appointments within more than one work unit or location or multiple organizations.

advertised positions has remained relatively stable, at 23.5 weeks during the period October 2007 to September 2008 and 23.0 weeks during the period from October 2008 to September 2009. The time required for non-advertised indeterminate processes remained relatively stable, averaging 13 weeks in both survey periods.

5.41 Despite the improvements that have been made, especially with respect to collective processes, the PSC believes that there is considerable potential for organizations and individual managers to further reduce the time required to staff within the existing legislative and policy frameworks. Management commitment, a strong project management approach and effective human resources support and services can all contribute to achieving efficiencies at the various steps in the staffing process.

Table 14: Time to staff indeterminate positions by type of process[1]

	Staffing processes completed October 2007 to September 2008	Staffing processes completed October 2008 to September 2009
Advertised processes	23.5 weeks	23.0 weeks
• Distinct processes	22.1 weeks	21.5 weeks
• Collective processes	27.4 weeks	24.7 weeks
Non-advertised processes	13.5 weeks	13.1 weeks

Source: Survey of Staffing – Managers: 2007-2008 and 2008-2009

[1] The measure of time to staff is defined as the total elapsed time between when a staffing request form is completed until the appointee first reported for their new position. The observations included are indeterminate appointments for which time to staff was between 1 to 120 weeks. The data used for these calculations are unweighted.

Clear roles and responsibilities as well as good communications and relationships between managers and their HR advisors are also critical to achieving greater efficiencies.

Potential for further progress

5.42 The PSC believes that potential for further progress will require improvements in the success factors identified earlier in this chapter. Organizational and managerial efforts are needed at all stages of the process to improve planning, take a project management approach and ensure that the necessary infrastructure is in place. Clear roles and responsibilities as well as good communications and relationships between managers and their HR advisors are also critical to achieving greater efficiencies.

5.43 In its 2008-2009 Annual Report, the PSC reported on its Extreme Hiring Makeover pilot. Over the past year, the PSC has continued to apply the concepts from the pilot when providing staffing services to organizations. The pilot demonstrated that significant reductions in time to staff can be achieved when both the hiring managers and HR advisors use a project management approach and are firmly committed to the agreed-upon deliverables and timelines. Continual communication with job seekers is also recommended. While the pilot completed an external hiring process in 45 days (from advertisement to offers of appointment), the PSC recognizes that other circumstances will impact on the overall timelines, such as responding to requests for accommodation, arranging for security clearances and, in the case of internal appointments, notifying candidates of appointment decisions and conducting informal discussions.

5.44 As other jurisdictions are doing (see Exhibit 4), the PSC will be encouraging organizations to establish their own benchmarks for time to staff to reflect their own operational requirements. To support organizations, the PSC will also make available to them the necessary data to set appropriate benchmarks as well as monitor performance.

Exhibit 4: Benchmarks for time to staff in the United States

In 2009, the United States Office of Personnel Management (OPM) put in place an 80-day service standard for external hiring. Managers are expected to take 80 days for an entire process: from the first stage of notifying their HR advisors of the need to staff a vacant position, through to the final stage of the successful candidate accepting an offer.

In 2009-2010, 50% of federal agencies met this goal; the target set by the OPM was 10%.

Source: Office of Personnel Management 2009 Annual Performance Report

Collective staffing processes

5.45 Collective staffing processes are typically used when there are multiple similar positions to fill. The hiring managers may be in the same organization, across federal organizations, or across Canada. Given the size of the processes, collective staffing typically require more up-front efforts in planning and require greater effort throughout the process to coordinate managers and arrive at staffing decisions. Such processes generally result in greater numbers of applicants, impacting on the quantity of résumés to screen, testing and interviews. However, by working together, managers can share costs, administrative support, staffing knowledge and assessment tools.

...by working together, managers can share costs, administrative support, staffing knowledge and assessment tools.

5.46 Based on information of internal staffing processes from Publiservice, in 2009-2010, organizations continued to make increasing use of the collective staffing processes.[34] The PSC estimates that approximately 31% of all internal advertised staffing processes are considered collective processes. This is an increase from 25% in 2008-2009.

5.47 Organizations tended to use collective processes most frequently for the Purchasing and Supply and Program Administration occupational groups. Collective processes are also used to staff positions in the Administrative Services occupational group and tend to take the shortest time. These groups are considered prime candidates for collective processes because the merit criteria are likely to be consistent across a number of positions. Distinct processes tended to be used most often to staff positions in the Executive Group.

5.48 In 2009-2010, the PSC conducted an evaluation of PSC-led pools as well as an *Audit of Appointments from Collective Staffing Processes* to gain further insight into these staffing strategies. The findings from these two studies identified noteworthy practices and conditions for success that also support previous conclusions, such as: strong HR planning and project management are necessary for efficient management of the process; collective processes can be successful in suitable situations (e.g. entry-level positions with high similarity between positions); formation of a unit specifically tasked to manage collective processes is beneficial; and clear roles and responsibilities, good communication and effective relationships with HR advisors are critical.

[34] Collective staffing processes are estimated by the number of notifications of appointment posted on Publiservice for each advertisement.

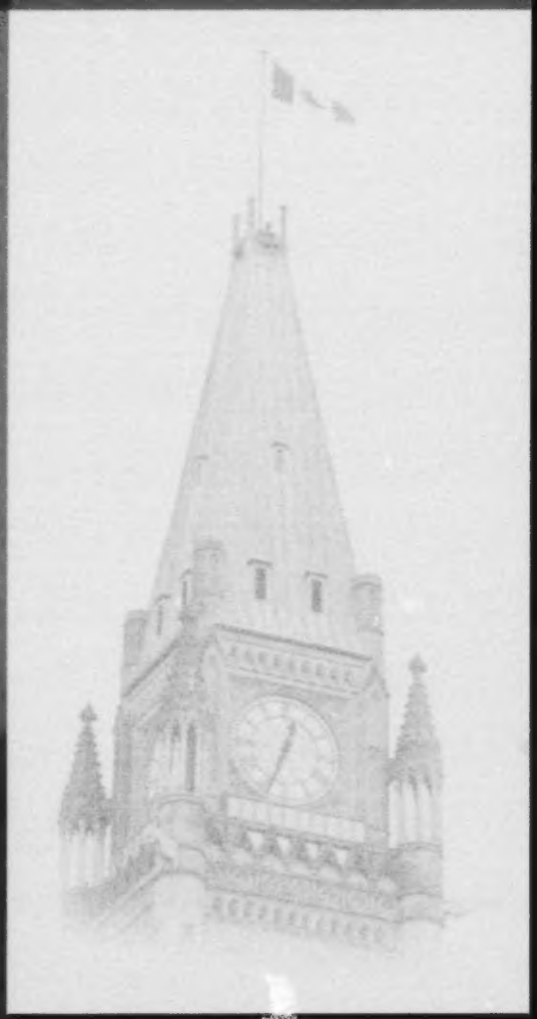
5.49 To realize the benefits of collective staffing, organizations and managers need to put efforts into up-front planning, identifying essential and asset qualifications and putting in place effective HR support systems. Managers require a good understanding of the resourcing needs and the flexibilities inherent in the definition of merit in order to determine essential and asset criteria and their impact on assessment processes and tools.

5.50 Ensuring that employees understand the use of collective processes and the parameters of any resulting pools is also necessary. If pools remain active for too long, as shown in Chapter 3, they may negatively impact on candidates' perceptions of fairness and the opportunities for other qualified candidates to apply for positions as they become available. When used appropriately, additional time and effort involved in up-front planning are offset by the advantages of filling several positions or creating pools to readily fill future positions as vacancies become available.

...additional time and effort involved in up-front planning are offset by the advantages of filling several positions or creating pools to readily fill future positions...

Chapter 6

Oversight



6 Oversight

6.1 Effective oversight is part and parcel of ensuring the Public Service Commission's (PSC) accountability to Parliament for the integrity of the highly delegated staffing system encouraged by the *Public Service Employment Act* (PSEA). The PSC uses a continuum of tools, which are managed in a highly integrated way, to ensure that deputy heads exercise their delegated authorities appropriately and adhere to the core and guiding values of the PSEA and the PSC Appointment Policy Framework. This chapter focuses specifically on the key findings of the PSC's audits, studies and investigations into appointment processes in 2009-2010, as well as the progress made in implementing the recommendations of the Independent Review Committee regarding the PSC's oversight activities. The PSC Audit and Studies Plan for 2011 and 2012 is presented in Appendix 4.

Audits

6.2 The PSC completed the following audits in 2009-2010.

6.3 ***Follow-up audit of the Canadian Space Agency*** — In May 2006, the PSC placed a condition on the delegation of appointment authorities of the Canadian Space Agency (CSA). The objective of the follow-up audit was to determine whether the CSA had adequately responded to the recommendations from the PSC's May 2006 Audit report.

6.4 ***On-going audit of the Immigration and Refugee Board*** — Following the 2009 audit of the Immigration and Refugee Board (IRB), the PSC and the IRB signed an agreement stating that the PSC will continue to audit appointments as they are made by the IRB. The IRB also developed an Action Plan in response to the six recommendations made by the PSC. The objective of the new audit work was to determine whether the IRB's appointments and appointment processes comply with the PSEA, the PSC's Appointment Framework, the IRB's human resources policies, other governing authorities and the instrument of delegation signed with the PSC. The focus was on appointments and therefore no further work was planned to evaluate the IRB's framework, systems and practices in place to manage its public service appointment activities. The audit covered the period from July 1, 2009 to June 30, 2010.

6.5 **Seven entity audits** — *Audit of the Atlantic Canada Opportunities Agency, Audit of the Canadian Grain Commission, Audit of Fisheries and Oceans Canada, Audit of Indian and Northern Affairs Canada, Audit of Library and Archives Canada, Audit of the National Parole Board* and

Audit of the Public Service Labour Relations Board — The objectives of the audits were to determine whether the organizations had the appropriate frameworks, systems and practices in place to manage their appointment activities. The audits also examined whether the organizations' appointments and appointment processes complied with the PSEA, the instrument of delegation signed with the PSC and other governing authorities.

6.6 **One government-wide audit** — *Audit of Appointments from Collective Staffing Processes* — The objectives of the audit were to identify the characteristics of the various types of collective staffing found in the federal public service, to identify noteworthy practices and to describe how organizations manage collective staffing processes. The objective was also to determine whether collective appointment processes and resulting appointments comply with the PSEA, the PSC's Appointment Framework, the related organizational policies and other governing authorities. The audit focused on the appointment activities of four selected organizations.

Studies

6.7 The PSC completed the following studies in 2009-2010.

6.8 ***Casual Employment: Sources and Practices*** — This study focused on the methods used by hiring managers in identifying their source of casual workers. The study examined practices in four organizations — Canada School of Public Service, Elections Canada, Canadian Heritage and Passport Canada — between April 1, 2007 and March 31, 2008. The study described the labour markets from which casuals are hired, examined the reasons why managers use casual employees and the factors that influenced these decisions and identified noteworthy practices associated with casual hiring.

6.9 The study found that the main sources of casual workers were past employees of temporary help agencies, former public service employees and former students hired under a student employment program. The study found that managers hired casual workers to meet short-term and unexpected needs and that students are often hired into casual positions temporarily prior to being bridged into public service positions. The use of pools of prequalified candidates was identified as a good practice for gaining quicker access to casual workers.

6.10 ***Verification of Educational Credentials*** — Job applicants' provision of accurate background information in appointment processes is fundamental to our merit-based system. The purpose of this study

was to describe public service practices and policies with respect to the verification of educational credentials reported by applicants in external appointment processes.

6.11 The study found that there were no government-wide policies or guidelines stating that education must be verified within the context of a staffing process. Despite the absence of formal policies, all participating organizations had verification practices in place. Thus, 85% of all staffing files reviewed included at least one document indicating a more stringent verification procedure (such as a copy of the degree and/or transcript, a foreign equivalence statement or proof of professional certification), whereas 11% of the files included a curriculum vitae only. Fewer than 4% of the files reviewed had no documentation indicating that credentials were verified.

6.12 ***Use of Temporary Help Services in Public Service Organizations*** — In response to a request from Parliament, the PSC undertook a study of the use of temporary help services in the public service. The use of temporary help services is appropriate when managers are dealing with short employee absences and temporary increases in workload and when there is an ongoing staffing process. The study found improper use of temporary help services to address long-term staffing needs which should be addressed through the PSEA. The study is being tabled at the same time as this Annual Report and full findings are presented there.

6.13 ***New Indeterminate Employees: Who Are They? (Update)*** — Subsequent hiring of casual or term employees can be seen as a testament to the value of the work they do and to their future potential. However, over-reliance on the temporary workforce to fill permanent public service jobs potentially limits the pool of candidates and provides privileged access to some. This study focused on the prior public service work experience new hires had before becoming indeterminate employees.

6.14 As noted in the PSC 2008-2009 Annual Report, the proportion of new indeterminate hires with no prior experience in the public service increased from 15.9% in 2004-2005 to 35.0% in 2008-2009. The results for 2009-2010 (see Table 15) indicate that there was a further increase to 37.0% of new indeterminate hires with no prior experience in the public service. In recent years, one-third of new indeterminate hires were found to have experience as a casual employee; that trend continues in 2009-2010.

Table 15: Prior public service experience of new indeterminate hires

Fiscal year	No prior public service experience (%)	Specified term, never casual (%)	Casual, never specified term (%)	Specified term and casual (%)	Other[1] (%)
2004-2005	15.9	39.8	7.0	29.8	7.6
2005-2006	21.6	36.7	9.4	24.4	7.9
2006-2007	28.7	28.2	13.3	21.1	8.7
2007-2008	31.4	25.0	14.3	20.2	9.1
Updates					
2008-2009	35.0	23.3	14.6	19.0	8.1
2009-2010	37.0	22.7	15.9	17.0	7.5

Source: Public Service Commission Job-based Analytical Information System

[1] New indeterminate hires with prior experience as students are included in this column only if they had no experience as a specified term or casual.

6.15 ***To What Extent Do Casuals Become Employed Under the* Public Service Employment Act*? (Update)***[35] — The extent to which casual hires are subsequently appointed to term or indeterminate positions is of interest in the context of fair access to public service jobs. While appointments to term and indeterminate positions are made on the basis of merit, the candidates for casual employment are not required to be assessed on merit. Further, the experience gained through casual work is a potential competitive advantage.

6.16 Previous studies found that the proportion of casual employment spells ending with appointment under the PSEA increased in recent years, from 41.0% in the period 1997-2005 to 47.8% in 2006-2007 and 53.1% in 2007-2008.

6.17 The recent data (see Table 16) indicate that the proportion of casuals with subsequent employment under the PSEA remains high, at 54.0% in 2008-2009, with an increased proportion of casuals employed in indeterminate positions, 36.9% in 2008-2009 compared to 26.3% in 1997-2005.

[35] This study uses a different methodology and population than the PSC's study entitled *New Indeterminate Employees: Who Are They? (see above)*. As such, the findings of the two should not be compared.

Table 16: Proportion of casual employment spells with subsequent appointment under the *Public Service Employment Act*

Fiscal year	Subsequent employment		Total (%)
	In indeterminate positions (%)	In specified term positions (%)	
1997-2005	26.3	14.7	41.0
Updates[1]			
2005-2006	30.3	11.3	41.7
2006-2007	35.4	12.4	47.8
2007-2008	37.6	15.5	53.1
2008-2009	36.9	17.1	54.0

Source: Public Service Commission Job-based Analytical Information System

[1] In these updates, each employment spell was followed until March 31, 2010 to observe if there was an appointment under the *Public Service Employment Act*.

6.18 ***Appointments under the* Public Service Employment Act *Following Participation in Federal Student Employment Programs (Update)*** — This study examined the extent to which participants in the Federal Student Work Experience Program (FSWEP) and the Co-operative Education and Internship Program (CO-OP) are subsequently appointed under the PSEA.

6.19 The original study found that, on average, 22.5% of students in federal student employment programs[36] during the eight-year period from 1997 to 2005 were subsequently employed in term or indeterminate positions in the public service. A majority of these first appointments under the PSEA were to indeterminate positions. Casual employment was observed in 37% of employment spells with term or indeterminate appointments under the PSEA. Higher rates of subsequent employment under the PSEA were observed in the following years.

6.20 This year's update (see Table 17) found that students were more likely to find permanent employment: the proportion of former students in indeterminate positions was 24.1% (2005-2006) and 20.4% (2006-2007). The proportion of students who were employed as a casual worker prior to term or indeterminate appointment under the PSEA was 42.8% (2005-2006) and 47.0% (2006-2007).

[36] These include FSWEP and CO-OP students.

Table 17: Proportion of student employment spells with subsequent appointment under the *Public Service Employment Act*

Fiscal year	Subsequent employment		Total (%)
	In indeterminate positions (%)	In specified term positions (%)	
1997-2005	16.7	5.8	22.5
Updates[1]			
2005-2006	24.1	3.8	27.9
2006-2007	20.4	5.8	26.2

Source: Public Service Commission Job-based Analytical Information System

[1] In these updates, each student employment spell was followed for a minimum of three years to observe subsequent appointments under the *Public Service Employment Act*. The fiscal years refer to the date when the individuals had their spell as a student.

6.21 ***Acting Appointments and Subsequent Promotions in the Federal Public Service (Update)*** — The objective of this study was to explore whether an acting appointment gives an employee an advantage in terms of gaining a subsequent promotion. An acting appointment may provide the person with an advantage when the position in which the person is acting is filled permanently, an advantage not available to other candidates.

6.22 In the original study on acting appointments, the rate of promotion for employees into the same position and level following an acting situation during the period 2002-2004 was estimated at 41.3% in the public service, substantially higher than the comparable promotion rate for non-acting employees. Public service-wide, acting situations that ended with a promotion lasted 15 months on average, two months longer than those ending without a promotion. However, there was no statistical evidence that the duration of acting appointments affected the likelihood of being promoted.

6.23 The rate of subsequent promotion for acting situations during the period 2007-2009 (see Table 18) dropped noticeably to 33.5% from 41% in both the 2002-2004 and 2004-2007 periods. The duration of acting situations became shorter in the later period, 13.5 months if ended with a promotion and 12.5 months if ended without a promotion. The difference, one month on average, could not be associated with the experience gained during the acting situations.

Table 18: Acting appointments and subsequent promotions

Fiscal year	Subsequent promotion rate (%)	Average duration (months)	
		Promoted	Not promoted
2002-2004	41.3	15.0	13.0
Updates[1]			
2004-2007	41.2	15.5	13.4
2007-2009	33.5	13.5	12.5

Source: Public Service Commission Job-based Analytical Information System

[1] For the purposes of the study, an acting situation is defined so as to analyze the relationship between the duration and the outcome of acting appointments. Acting appointments can be sequential and extend well over a year: a situation defines the cumulative duration of all acting appointments to a specific occupational group and level. Subsequent promotion took place if the employee is appointed – within four months after the end of the acting appointment – to the same group and level of the position in which they were acting. Consequently, these estimates may differ from those found elsewhere in the Annual Report which reflect a different definition.

After four years of sustained increase beginning in 2004-2005, mobility decreased to 41% in 2009-2010, a 3 percentage point drop from the previous year.

6.24 ***Study on Mobility of Public Servants (Update)*** — In its 2006-2007 Annual Report, the PSC identified the level of movement in the federal public service as a challenge. This study examined the nature and level of appointments leading to movement in the federal government.

6.25 After four years of sustained increase beginning in 2004-2005, mobility decreased to 41% in 2009-2010, a 3 percentage point drop from the previous year. The overall mobility rates in the public service varied since 1998-1999, from a low of 30% in 2004-2005 to a high of 44% in 2008-2009. Among the six occupational groups identified by the study as having especially high mobility (AS, EC, EX, IS, FI, PE), all but AS have shown a gradual decline in mobility since 2007-2008. The National Capital Region continued to experience a higher rate of employee movement than other regions.

Oversight review and recommendations

6.26 Following the *Horizontal Strategic Review of Human Resources*, in the fall of 2008 the PSC mandated an Independent Review Committee to determine the appropriateness of the approach and level of effort of the PSC's oversight and to identify areas for improvement. In assessing the appropriateness of the PSC's oversight approach, the Committee considered the spirit and intent of the PSEA: to modernize the staffing regime, balancing flexibility with greater accountability and ensuring that the conduct of appointment processes is based on merit, non-partisanship, fairness, transparency, access and representativeness.

6.27 The report was presented in January 2009 and concluded that the PSC's approach to oversight was appropriate, but that some calibration was required in the quality and amount of monitoring. The PSC accepted the Committee's report in full and an action plan was developed to address each of the recommendations. Five of the 18 recommendations have been fully implemented. Several require ongoing efforts and the remainder will be fully implemented within the next two years. The progress made by the PSC to address the recommendations is described in more detail in Appendix 5.

Of the 80 investigations [into appointment processes] completed, 32 were determined to be founded.

Investigations into appointment processes

6.28 One method used to correct errors and protect the integrity of the staffing regime in the public service is the ongoing conduct of investigations and audits into appointment processes. These oversight activities ensure compliance with the PSEA, the *Public Service Employment Regulations* (PSER) and PSC policies and assure Parliament and Canadians that merit is being observed and safeguarded within the staffing regime.

6.29 In 2009-2010, the PSC had a total of 470 active cases, of which 357 requests were received during the fiscal year and 113 were carried over from previous years (see Table 19). A total of 326 cases were completed, 80 of these through investigation. Of the 80 investigations completed, 32 were determined to be founded.

Table 19: PSC investigations into appointment processes

	Section 66 External appointment processes	Section 67(2) Internal appointment processes – delegated	Section 68 Political influence	Section 69 Fraud	Total
Number of active cases carried over from previous years	94	5	0	14	113
Number of requests received in 2009-2010	305	31	0	21	357
Total number of active cases in 2009-2010	399	36	0	35	470
Number of cases completed in 2009-2010	297	7	0	22	326
Number of cases closed at intake[1]	226	0	0	9	235
Number of cases discontinued	7	0	0	0	7
Number of cases resolved through Early Intervention (EI)[2]	4	N/A	N/A	N/A	4
Number of investigations unfounded	34	5	0	9	48
Number of investigations founded	26	2	0	4	32
Number of active cases remaining as of March 31st, 2010	102	29	0	13	144

Source: Public Service Commission (PSC) Investigations Management Information System

[1] Cases are closed at intake for several reasons, i.e. the PSC has no mandate to investigate, there is no possibility of corrective action, or for other reasons which make the case unsuitable for investigation.

[2] Early Intervention is not offered other than for cases under section 66 of the *Public Service Employment Act*.

6.30 The PSC's investigations authority into appointment processes is found in Part 5 of the PSEA. Sections 66 through 69 of the PSEA describe the various appointment-related investigations that may be carried out by the Commission. These include:

- Appointments not made on the basis of merit, or where there are possible errors, omissions or improper conduct that may occur in external appointment processes (section 66);
- Errors, omissions or improper conduct that may occur in an internal appointment process where a deputy head has not been provided with delegated staffing authority (subsection 67 (1)), or in cases where a deputy head has been provided with delegated staffing authority and subsequently requests the Commission to investigate an internal process (subsection 67 (2));

- Reason to believe that there was political influence in an appointment process (section 68); and
- Reason to believe that fraud occurred in an appointment process (section 69).

6.31 **Early Intervention** — In specific cases, the PSC offers to proceed with early intervention (EI) to help persons involved resolve their differences without the need for a formal investigation. Participation in this form of alternative dispute resolution is voluntary and cases not resolved through this process are referred to full investigation. Numbers of EI-eligible cases were fewer this year due to an increase in the number of referred cases following PSC audits. Post-audit investigation cases are not eligible for the EI process. In total, four cases were resolved through EI in this fiscal year.

Several investigations under section 66 indicated to the PSC that errors were occurring in appointment processes in the assessment of qualifications.

Investigations under specific authorities

6.32 **Section 66: External appointment processes** — As seen in previous years, issues related to error, omission or improper conduct in external appointment processes represented the largest percentage of the PSC's investigations caseload. The PSC continued to conduct investigations under section 66 concurrently with investigations under section 69 (Fraud). These dual-mandate investigations allowed the Commission to consider a greater range of issues related to a single allegation and to address problems that may not have been identified under a single-mandate investigation.

6.33 Several investigations under section 66 indicated to the PSC that errors were occurring in appointment processes in the assessment of qualifications. Under the PSEA, the person to be appointed must meet each essential qualification in order for an appointment to be based on merit. Regard is also given to any asset qualifications, current or future operational requirements or organizational needs. Each essential qualification must be assessed individually, rather than globally. The PSC will be sending a letter to departments and agencies to remind them of this requirement.

Section 66 - Section 69 — Error: Candidate not a Canadian citizen

This investigation was conducted concurrently under sections 69 and 66 of the PSEA and concerned an external appointment process. The purpose of the investigation was to determine whether the appointment was made according to merit or was made as a result of an error, and whether a candidate had committed fraud by falsely indicating on an employment application that they were a Canadian citizen.

The PSC concluded that no fraud occurred. However, the PSC further concluded that the appointment was made as a result of an error on the part of the candidate appointed, namely the candidate indicated being a Canadian citizen in an employment application when the candidate was not. On many occasions, the candidate completed applications for employment but failed to verify the accuracy of the information provided relating to Canadian citizenship. It is a candidate's responsibility to ensure the accuracy of the information when completing an employment application.

Corrective action included the revocation of the employee's appointment and the removal of the employee's name from the pool of qualified candidates.

Section 66 - Section 69 — Error: Candidate not a member of a professional association

This investigation was conducted concurrently under sections 69 and 66 of the PSEA and concerned an external appointment process. The purpose of the investigation was to determine whether the appointment was based on merit or was made as a result of an error, and whether the candidate committed fraud by indicating inaccurately that they were a member of a professional association.

The PSC concluded that the candidate did not commit fraud by claiming to be a member of a professional association. However, the PSC concluded that the candidate's appointment was not based on merit. The candidate did not meet one of the essential qualifications for the position, namely, being a member of a professional association. The PSC further concluded that the organization made an error that affected the candidate's selection for the appointment process by not eliminating the candidate during the pre-selection process.

Corrective action included the revocation of the employee's appointment. In addition, the organization was given the option to reappoint the individual to a position to which the person was qualified.

Section 66 — Error: Federal Student Work Employment Program

This investigation was conducted under section 66 of the PSEA and concerned a non-advertised external appointment process. The purpose of the investigation was to determine whether the appointment was made according to merit or as a result of an error.

Following an audit of FSWEP, the investigation determined that the candidate's appointment was made retroactive to the date following a period of approximately two months of working without an employment contract and compensation. The appointee was part of FSWEP, was hired as a casual and was asked to come to work without status for a period of approximately two months.

The PSC concluded that the appointment was not based on merit and that the organization committed an error as, at the date of the appointment which was retroactive, the candidate did not meet the language requirements for the position.

As the hiring manager has since retired, no corrective action was ordered. In addition, no corrective action was ordered against the student as the error was committed by the organization.

6.34 **Subsection 67(1): Internal appointment processes; no delegation** — The PSC did not receive any new investigation files for internal appointment processes where staffing authority had not been delegated. In addition, there are no files outstanding from last year.

6.35 **Subsection 67(2): Internal appointment processes; delegation** — This fiscal year saw a noticeable increase in the number of requests for the PSC to investigate these processes (31 compared to 2 in 2008-2009). The increase resulted primarily from a large number of files referred to the PSC from two specific organizations and a PSC audit. These files were received late in the fiscal year and are still being assessed.

6.36 In cases where a deputy head has asked the PSC to conduct the investigation, no corrective action is taken by the Commission when the result is founded. However, the PSC does provide recommendations on corrective action to deputy heads upon submission of the investigation report.

Subsection 67(2) — Improper conduct: advantage to candidate

This investigation was conducted under subsection 67(2) of the PSEA. The purpose of the investigation was to determine whether the selection of the person appointed or proposed for appointment was affected by an error, an omission or improper conduct.

This investigation dealt with concern that requirements of the position were tailored to fit those of the appointed candidate. Changes made to the education and experience requirements of an appointment process reflected the qualifications of the candidate and gave the candidate an unfair advantage. Furthermore, the candidate did not meet the language requirements for the position.

The PSC concluded that the appointment process was tailored to the qualifications of the candidate and gave the candidate an unfair advantage. To tailor the merit criteria in a process to match a candidate's qualification in order to appoint the candidate to a position constitutes improper conduct that, in this case, affected the selection of the person appointed.

As this investigation was conducted by the PSC at the request of a deputy head, corrective action was recommended to the deputy head in question. The deputy head agreed with the findings of the investigation and the proposed corrective action, which included the revocation of the employee's appointment. However, as the employee has retired from the public service, no corrective action was implemented.

6.37 **Section 68: Political influence** — The PSC did not receive any new investigation files related to political influence in staffing. In addition, there are no files outstanding under this section of the PSEA from last year.

6.38 **Section 69: Fraud** — The PSC received 21 files related to allegations of fraud in this fiscal year, an increase of four from the previous fiscal year. A total of 22 fraud investigations were completed during this time period, of which four were founded.

6.39 The fraud cases investigated were similar in nature to cases investigated in previous years, including allegations of individuals who may have cheated in written examinations related to appointment processes, individuals who were accused of altering the results of their official language tests and individuals who were accused of providing false references.

6.40 The types of corrective action applied in 2009-2010 in response to founded fraud cases included a requirement to obtain PSC permission before accepting a position in the public service and a requirement to attend training.

Section 69 — Fraud by a candidate

This investigation was conducted under section 69 of the PSEA further to information received from an organization regarding an internal appointment process. The appointment process had been initiated by the organization to staff two positions.

According to the organization, fraud was suspected when a candidate provided the selection committee with falsified letters of reference.

The PSC concluded that by submitting falsified letters of reference, which included a forged signature, in support of their candidature in the appointment process, the candidate deliberately attempted to deceive their potential employer. This resulted in a finding of fraud.

Corrective action included the requirement that, for a period of three years, the employee obtain the permission of the Commission before accepting any indeterminate, casual or temporary position within the public service.

Section 69 — Fraud by a candidate

This investigation was conducted under section 69 of the PSEA pursuant to information received from an organization regarding an internal appointment process.

According to the organization, fraud was suspected when a candidate consulted reference material on a computer during a written examination despite having been given clear instructions that reference materials could be neither consulted nor used during the examination.

The PSC concluded that the candidate's actions were an attempt to cheat. By using the computer, the candidate benefited from an advantage not provided to the other candidates in the appointment process. Consulting reference material on a computer during the administration of a written exam, contrary to the testing instructions, resulted in a finding of fraud.

Corrective action included the requirement that the employee obtain the Commission's written permission, for a period of three years, before accepting any position within the public service.

6.41 **Deputy head investigations** — In most cases where staffing has been delegated to a deputy head, the deputy head conducts any investigation into any errors, omission or improper conduct in internal appointment processes, using the authority provided under subsection 15(3) of the PSEA. As much as possible, the PSC monitors these internal investigations to ensure that the guiding values are fully respected and that procedural fairness is applied in the conduct of any internal investigation. Following its review of internal investigation reports, the PSC may choose to raise concerns with deputy heads, or conduct an audit of the appointment process.

6.42 Several issues were raised with deputy heads this fiscal year:

- The PSC noted that merit criteria were assessed globally rather than each qualification being assessed individually, as required.
- The PSC noted that a deputy head assumed responsibility for an internal investigation despite being personally implicated in the appointment process under investigation. The PSC views this as a contravention of the guiding values, as well as a conflict of interest.
- Some internal investigation reports did not adhere to principles of procedural fairness, or corrective actions did not fully respond to the allegations investigated.

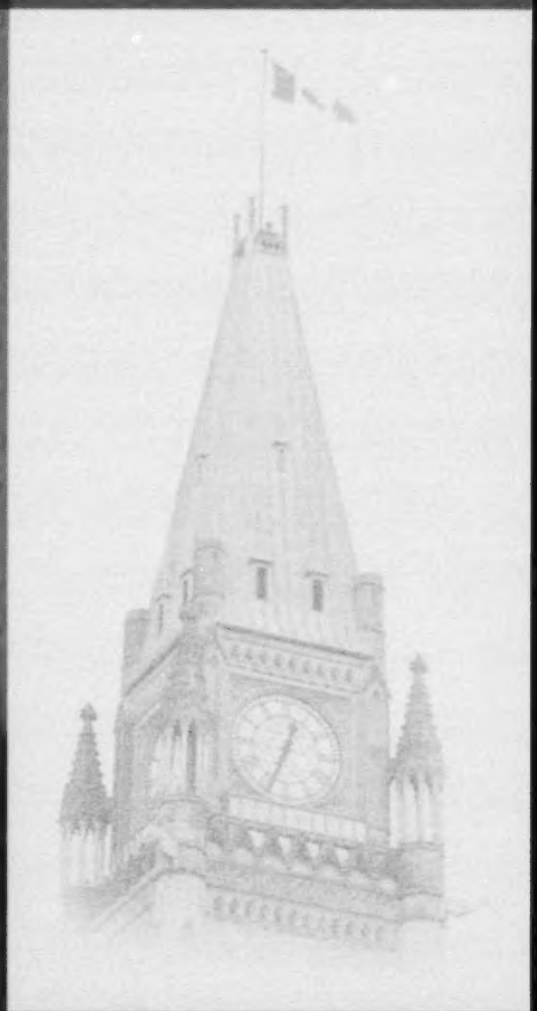
6.43 The PSC raised these issues with deputy heads in an effort to outline the problematic areas and suggest improvements for any future investigation reports.

6.44 **Audits conducted under section 17 of the PSEA** — The PSC may choose to conduct an audit of an appointment process in cases where no authority exists to conduct an investigation. While no corrective actions result from these audits, findings and recommendations are provided to deputy heads.

6.45 **Disclosure of personal information** — Continuing a practice started in 2007-2008, the PSC uses its authority under section 19 of the *Public Service Employment Regulations* and section 14 of the *Political Activity Regulations* to disclose specific personal information. The PSC produces summaries of investigations, some anonymous and others containing personal information that are deemed to be in the public interest. These summaries are available on the PSC Web site at www.psc-cfp.gc.ca.

Chapter 7

Enabling departments and agencies



7 Enabling departments and agencies

...the appointment policy review will provide input to the PSC's assessment of the PSEA and contribute to the legislative review of the Public Service Modernization Act...

7.1 The delegation of almost all Public Service Commission (PSC) appointment and appointment-related authorities to deputy heads has provided departments and agencies with the ability to customize their own staffing programs and processes to meet their operational needs. As the PSC ultimately remains responsible for the overall health of the staffing system, it makes available to departments and agencies a broad range of support to assist them in exercising their delegated responsibilities and achieving a values-based appointment system.

7.2 This chapter focuses on the support provided by the PSC. It describes the policies and guidance, common tools and systems and staffing and assessment products and services that are provided to departments and agencies, the latter through a mixed funding model of cost-recovery and appropriation. The chapter also demonstrates how the PSC introduces refinements on an ongoing basis in order to meet its statutory obligations and respond to the needs of federal organizations.

Refinements to the policy suite

7.3 In 2009-2010, the PSC conducted a comprehensive review of the PSC's Appointment Policy Framework to ensure that it is functioning as intended and reflects the intent and guiding values of the *Public Service Employment Act* (PSEA) and that the suite of PSC appointment policies is clear to managers with delegated authorities. This work was done as part of good management practices after more than four years of experience under the current legislation. In addition to proposing policy amendments, the appointment policy review will provide input to the PSC's assessment of the PSEA and contribute to the legislative review of the *Public Service Modernization Act* for which the President of the Treasury Board is responsible.

7.4 The PSC sought feedback on its appointment policies from various policy stakeholders and user groups. Consultations included the National Joint Council (NJC) Joint Employment Equity Committee, the NJC Official Languages Committee, the National Council of Visible Minorities, the National Council of Federal Employees with Disabilities, the National Council of Aboriginal Federal Employees, the National Staffing Council, the Personnel Advisory Group, the National Managers' Community, the Association of Public Service Executives and the Office of the Chief Human Resources Officer.

7.5 Based on in-depth analysis of the feedback received, as well as other feedback received over the past four years, amendments will be made to the Appointment Policy Framework in 2010-2011. The primary change will be the addition of a *Merit and Appointment Values Policy.* Compliance with the guiding values will now be required by policy. In addition, the *Choice of Appointment Process Policy* will explicitly establish advertised processes as standard practice in most situations as they best reflect the guiding values. We believe that these changes will help managers understand how to apply the guiding values and help root the guiding values and the values-based system more deeply. The PSC is committed to consulting with deputy heads prior to finalizing the amendments.

...these changes will help managers understand how to apply the guiding values and help root the guiding values and the values-based system more deeply.

7.6 Other changes to be introduced in 2010-2011 include the addition of a requirement in the *Assessment Policy* that a passing mark or grade must be established for each qualification in order to ensure adherence to the PSEA requirement that all essential qualifications must be met. In addition, the guides for the PSC's appointment policies are being streamlined and reduced from 52 separate documents to 10 and hyperlinked to allow readers to more easily navigate and research specific questions.

7.7 The PSC also continued to work on regulations and exclusion approval orders in several areas in 2009-2010:

- ***Public Service Employment Regulations* (PSER) —** Amendments were made to the PSER to make several changes in the priority provisions. The PSC worked to finalize the provisions over the course of the year and the amendments came into force on May 12, 2010, although the revised provisions related to priority for the Office of the Secretary to the Governor General will only come into force when related amendments to the *Office of the Governor General's Secretary Exclusion Approval Order* come into effect.
    - ***Spousal priority*** —The PSER were amended to create a two-year priority entitlement for the spouses or common-law partners of employees, members of the Royal Canadian Mounted Police (RCMP) and members of the Canadian Forces (CF) whose deaths are attributable to the performance of duties and have taken place since October 7, 2001. Such persons have the right to be appointed ahead of all others, except statutory priorities, if they are found to meet the essential qualifications for a position that is open to all Canadians.

- ***Priority for excluded persons in the Office of the Secretary to the Governor General*** — When the proposed *Office of the Governor General's Secretary Exclusion Approval Order* and Regulations come into effect (see below), the priority for appointment for persons who cease to be employed in a position excluded by the Order will be repealed. Transitional provisions in the PSER will continue the priority for those persons who occupy the excluded positions on the date the Order and Regulations come into effect.
- ***Other priority provisions*** — An amendment was made to clarify that the entitlement period for the priority for appointment for employees who become disabled and for members of the CF and the RCMP who are released or discharged for medical reasons begins on the day on which the person is ready to return to work, as certified by a competent authority.

- ***Office of the Governor General's Secretary Exclusion Approval Order*** — As noted above, the priority provision in the PSER for excluded persons in the Office of the Secretary to the Governor General will be repealed at the same time this proposed Order and Regulations come into effect. The existing priority is to be replaced with a mobility provision in the proposed Regulations, which will allow persons who cease to be employed in one of the 11 excluded positions to participate in advertised internal appointment processes open to all employees for a period of one year after their cessation of employment. Consultations are ongoing and the proposed Order and Regulations are expected to come into force in 2010-2011.
- ***Student Employment Programs Participants Exclusion Approval Order*** — Work on the new *Student Employment Programs Participants Exclusion Approval Order* and *Regulations* was ongoing during 2009-2010 and they came into force in June 2010. They replace the former *Student Employment Programs Exclusion Approval Order* and Regulations. The new Order and Regulations modify the accountability framework within which students are appointed. Under the new Order and Regulations, the Commission retains its authority to appoint students. This appointment authority may be delegated to deputy heads who, in turn, may sub-delegate their authority. Students are now required to take and subscribe the oath or solemn affirmation prior to the effective date of their appointment. They are also subject to the political activities requirements set out in Part 7 of the PSEA and are permitted to engage in any political activity as long as it does not impair, or is not perceived as impairing, their ability to perform their

duties in a politically impartial manner. The Regulations set out terms and conditions that apply to the appointment of students and during their employment.

- ***Statistics Canada Census-Related Term Employment Exclusion Approval Order*** — Following work in 2009-2010, the Order and Regulations came into force in June 2010. They provide for exclusions from certain provisions in the PSEA to ensure that the work related to the censuses conducted by Statistics Canada every five years can be completed within legislated time-frames.
- ***Notification Exclusion Approval Order*** — When conducting collective appointment processes, candidates who do not possess an essential qualification are eliminated from any possible appointment. Nonetheless, they must still be notified of each appointment made as a result of the process. To improve the efficiency of these collective processes, the PSC is developing an exclusion approval order to address the requirement for notification of every appointment made to candidates who have been eliminated due to their not meeting an essential qualification. Consultations are ongoing and work on this proposal will continue in 2010-2011.
- ***Communications Security Establishment Exclusion Approval Order*** — Consultations have been ongoing with Communications Security Establishment Canada (CSEC), which is currently covered by a blanket exclusion approval order issued under the former PSEA. With the greater flexibilities inherent in the current PSEA, such a blanket approach is no longer necessary. The PSC is working with the CSEC, as well as the Department of Justice Canada and the Treasury Board of Canada Secretariat, to finalize the proposed Order and Regulations.
- ***Locally Engaged Staff Exclusion Approval Order*** — The proposed Order and Regulations would apply to persons who are recruited locally at locations outside Canada and are expected to be used mostly by the Department of Foreign Affairs and International Trade and the Department of National Defence. The proposed Order and Regulations are being developed in consultation with both departments to respond to their operational needs. The Order would exclude locally engaged staff from the application of certain provisions of the PSEA. The proposed Regulations would prescribe provisions with respect to participation in internal appointment processes, assignments to other positions, lay-offs and revocations of appointments. This work is currently in progress.

Priority administration

7.8 The PSC is responsible for administering the priority entitlements provided for under the PSEA and the PSER. These provide, for a specified period of time, for classes of persons who meet certain conditions and who meet the essential qualifications for a position to be appointed. The PSC uses an automated inventory called the Priority Information Management System (PIMS) to register persons who are granted a priority entitlement and to refer them to positions being filled by managers within the public service. Examples of such priority entitlements include surplus and laid-off employees, employees on extended leave of absence whose positions have been backfilled indeterminately, employees who have become disabled, as well as members of the CF and the RCMP who are released or discharged for medical reasons.

The 2009-2010 fiscal year saw the second most significant increase in the number of new priority entitlements over the past nine years.

General trends in 2009-2010

7.9 The number of persons entitled to a priority for appointment fluctuates from one fiscal year to another. However, there has been a relatively consistent increase in the number of new priority entitlements since 2001-2002.

7.10 The 2009-2010 fiscal year saw the second most significant increase in the number of new priority entitlements over the past nine years. The number of new priority entitlements registered in PIMS jumped by 31% compared to 2008-2009, to a total of 1 635. This marked increase was accompanied by a 10% decrease in the number of requests for priority clearance, which are required to staff available positions. In the context of fiscal restraint, it is anticipated that the upward trend in the number of priority persons, coupled with decreased staffing actions, may present challenges to the placement of priority persons.

7.11 When taking into account the various priority entitlements and data, persons with a surplus priority entitlement registered in 2009-2010 are by far the group with the highest increase. For the past fiscal year (see Table 20), 422 new cases were registered in PIMS as persons with a surplus status, representing a 294.4% increase in comparison to the new cases registered in 2008-2009. Although the number of persons with a surplus priority entitlement who have been appointed has also increased by over 41% during the 2009-2010 period compared to 2008-2009, it is expected that the number of appointments will not be able to compensate for the increasing number of surplus priority entitlements in fiscal year 2010-2011.

Table 20: Surplus employees: New entitlements compared to appointments

	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010
New entitlements	282	252	254	107	422
Appointments	189	145	211	102	144

Source: Public Service Commission Priority Information Management System

Support for former Canadian Forces and Royal Canadian Mounted Police members

7.12 Similar to last year, 2009-2010 saw a continued increase in the number of priority entitlements for CF and RCMP members who have been medically discharged (see Table 21). Overall, 301 persons met the conditions for this priority entitlement compared to 259 last year, representing a 16.2% increase.

Table 21: Canadian Forces and Royal Canadian Mounted Police: New entitlements compared to appointments

	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010
New entitlements	78	206	244	259	301
Appointments	48	112	138	205	215

Source: Public Service Commission Priority Information Management System

7.13 The Department of National Defence (DND) employs the largest proportion of persons with this type of priority, appointing approximately 70% of them in 2009-2010. This reflects the fact that, to a great extent, priority persons determine the types of positions and locations to which they wish to be referred. Some have limited mobility for accepting employment, thus limiting the jobs available to them. PSC analysis shows that former CF and RCMP members with a priority entitlement as a result of being medically discharged decline approximately 30% of all referrals to vacant positions, due to the nature and location of the work and other reasons. More than 95% of these priority persons accept positions in their region of residence. In many regions, DND is one of the only federal employers of significant size.

Spousal priority entitlement

7.14 The PSC is providing assistance to organizations to implement the new spousal priority created by the amendments to the PSER. Given that the priority applies retroactively to the spouses or common-law partners of specified persons whose death was attributed to service and occurred between October 7, 2001 and May 12, 2010, the PSC has taken steps to identify those who are affected and is working to ensure that they are made aware of their priority entitlement.

Office of the Secretary to the Governor General priority

7.15 Once the proposed Order and Regulations come into effect, the priority provision in the PSER will be repealed, although the PSER's transitional provisions will continue the priority for the persons occupying the 11 excluded positions on the date the proposed Order and Regulations come into force. The PSC is working with the Office of the Secretary to the Governor General to ensure that those to whom the transitional provisions apply will be advised of their continued priority right and that persons subsequently hired into the excluded positions are advised of their mobility right for advertised internal appointment processes.

Enabling infrastructure

7.16 The PSC continues to support departments and agencies by facilitating the recruitment to the public service of talented Canadians drawn from across the country and abroad. The PSC also continues to support deputies, managers, employees and Canadians by providing efficient approaches to staffing, standardized assessment products and modern electronic tools and systems. The assessment products that the PSC provides for selection and development are based on best practices that are fair, equitable and transparent and in support of the merit principle.

As a centre of expertise in offering innovative staffing and assessment services, the PSC is able to help organizations meet their needs in a cost effective way.

7.17 The ongoing demand for PSC services in 2009-2010 confirms the need for a central service provider that can achieve economies of scale. As a centre of expertise in offering innovative staffing and assessment services, the PSC is able to help organizations meet their needs in a cost effective way.

7.18 As part of its commitment to ensure that its products and services are responsive to organizational needs, the PSC began to examine the overall effectiveness of the model it uses to deliver services and products in 2009-2010.

7.19 Information and feedback from various internal and external stakeholders is critical for this work. The Deputy Minister Advisory Committee on PSC Staffing and Assessment Services continued to provide advice to the PSC on issues concerning the delivery of its staffing and assessment services.

7.20 In addition, a new Client Advisory Committee was created this year. The Committee met for the first time in December 2009 and will provide advice to the PSC on the quality and relevance of products and services offered on cost recovery basis and the needs of the human resources community.

7.21 The PSC also stepped up its efforts to capture information to support its business model in 2009-2010, including client information and product volumes. This information is being used to identify trends and patterns and to establish more reliable benchmarking.

Recruitment of post-secondary graduates

7.22 The PSC offers two ways to recruit post-secondary graduates: the Post-secondary Recruitment (PSR) program and the Recruitment of Policy Leaders (RPL) initiative. Both support organizations seeking to hire new, highly qualified public servants and provide efficient and effective testing and assessment of candidates. They also enable organizations to have access to graduates who come into the public service with new visions and views that will help shape the government of tomorrow.

7.23 **The Post-Secondary Recruitment program** — The PSR is an annual campaign that supports staffing on a national scale for organizations as well as for functional communities. The PSR has two components: career choices are targeted opportunities to attract graduates to specific positions or areas of employment that are identified by client organizations based on their recruitment needs; and the general inventory offers a broader range of opportunities and is open for referrals over the course of the year.

7.24 The PSR campaign has grown consistently over the last five years, with the fall 2009 PSR campaign being the largest one to date. Fifty-nine targeted career choices were advertised, including five collaborative (multi-organizational) job streams. There were over 38 000 unique applicants, resulting in over 90 000 applications and over 50 000 tests administered in more than 70 locations across the country and abroad. In addition, 8 700 graduates qualified to be included in the PSR general inventory.

The PSR campaign has grown consistently over the last five years, with the fall 2009 PSR campaign being the largest one to date.

7.25 The PSR campaign continues to attract significant new talent to the public service. As a result of the PSC's PSR services, 1 643 graduates were hired in 2009-2010 into a variety of term and indeterminate positions. This represents a significant contribution to the Clerk of the Privy Council's 2009-2010 Public Service Renewal Action Plan, which set a target of offering indeterminate positions to at least 4 000 graduates.

7.26 The PSR program also contributes to ensuring a bilingual and representative public service. In 2009-2010, 71% of PSR applicants identified their first official language as English and 29% as French. The proportion of visible minority applicants for PSR was well above workforce availability (42.4% versus 12.4%), although the percentages of applicants from the three remaining employment equity groups were somewhat below workforce availability, as illustrated in Table 22 below.

A program evaluation of the PSR was conducted in 2009-2010. This evaluation confirmed the relevance of the program and its annual campaign as an integral means of recruiting new graduates for entry-level positions to the public service.

Table 22: Representation of employment equity designated group members among post-secondary recruitment applicants for fiscal year 2009-2010

Women		Members of visible minorities		Persons with disabilities		Aboriginal peoples	
2009-2010 (%)	2006 Workforce availability (%)	2009-2010 (%)	2006 Workforce availability (%)	2009-2010 (%)	2006 Workforce availability (%)	2009-2010 (%)	2006 Workforce availability (%)
50.3	52.3	42.4	12.4	2.7	4.0	2.3	3.0

Source: Public Service Resourcing System and the Office of the Chief Human Resources Officer for the 2006 workforce availability figures

7.27 A program evaluation of the PSR was conducted in 2009-2010. This evaluation confirmed the relevance of the program and its annual campaign as an integral means of recruiting new graduates for entry-level positions to the public service. Several areas for improvement, such as communications and marketing, were also identified and the related recommendations have been implemented.

7.28 In the year ahead, the PSC will continue to promote the use of its post-secondary recruitment activities and the current PSR general inventory to all departments and agencies. This will be done through the Human Resources Council, regional federal councils, the Personnel Advisory Group, the National Staffing Council, the public service middle managers' forum and special public service renewal initiatives.

7.29 **The Recruitment of Policy Leaders initiative** — Introduced in 2005, RPL enhances the capacity for policy analysis and development in the federal public service. The initiative attracts exceptional Canadian graduates with significant expertise in a number of areas, including national security, health, social development and environmental concerns, and allows departments and agencies to appoint candidates to policy positions. These graduates have not only achieved academic excellence and acquired previous policy-related experiences, but they have also demonstrated leadership through their work, volunteer activities or academic studies. The PSC has now led six annual RPL recruitment campaigns to support organizations using the initiative.

The [Recruitment of Policy Leaders] initiative attracts exceptional Canadian graduates with significant expertise in a number of areas, including national security, health, social development and environmental concerns...

7.30 In 2009-2010, 58 candidates were qualified into the initiative and 19 were appointed to the public service (see Table 23). The PSC and its RPL partners also undertook a second year of a pilot recruitment strategy for the Economics and Social Science Services community. Candidates screened into the RPL assessment phase were considered not only for participation in the initiative, but also for a partially assessed pool for entry-level EC positions that is available to all managers. A total of 41 candidates qualified to be included in the entry-level pool and, to date 2 have been appointed. The top five users of the RPL program in 2009-2010 were Environment Canada, the Canadian International Development Agency, Industry Canada, Agriculture and Agri-Food Canada and Canadian Heritage.

Table 23: Recruitment of Policy Leaders Program by fiscal year

Fiscal Year	Number of campaigns	Number of applicants	Number of qualified candidates	Number of appointments to the public service
2006-2007	1	1 005	51	29
2007-2008	1	996	60	32
2008-2009	1	1 485	48[1]	26
2009-2010	1	1 715	58[1]	19[2]

Source: The number of campaigns and the number of qualified candidates are from the Public Service Commission (PSC) Recruitment of Policy Leaders Program (RPL). The number of applicants is extracted from the Public Service Resourcing System and the number of appointments to the public service is extracted from the PSC hiring and staffing activities files.

[1] Represents the number of qualified candidates at the time, and before the reference checks were completed.

[2] A second pool of candidates was created in the 2008 RPL Campaign. In addition to the 19 above, the program numbers include 2 candidates appointed from this second pool plus 3 employees appointed from within the public service.

Recruitment of students for temporary employment

7.31 The PSC manages three recruitment programs that enable organizations to hire students on a temporary basis: the Federal Student Work Experience Program (FSWEP), the Research Affiliate Program (RAP) and the Co-operative Education and Internship Program (CO-OP). The January 2009 Federal Budget allocated an additional $20 million for student employment over fiscal years 2009-2010 and 2010-2011.

The January 2009 Federal Budget allocated an additional $20 million for student employment over fiscal years 2009-2010 and 2010-2011.

7.32 **Federal Student Work Experience Program** — The FSWEP is the primary vehicle through which federal departments and agencies recruit students for temporary jobs. Candidates must be full-time secondary or post-secondary students at a recognized institution. They must also be returning to full-time studies in the next academic term and have reached the minimum age to work in the province or territory in which the job exists.

7.33 In 2009-2010, the FSWEP attracted 60 487 applicants, which led to 9 613 student hires (see Table 24). When compared to last year, this represents a similar number of students applying to the FSWEP and similar number of student hires, with 9 932 in 2008-2009. There were 63 100 students that submitted applications to be considered for the general FSWEP inventory and for the 15 targeted departmental student programs.

Table 24: Federal Student Work Experience Program activities by fiscal year

	2007-2008	2008-2009	2009-2010
Number of applicants	58 681	63 100	60 487
Hires	9 810	9 932	9 613

Source: Public Service Resourcing System and Public Service Commission hiring and staffing activities files

7.34 **Research Affiliate Program** — The RAP recruits post-secondary students looking for research experience. It is a unique program that matches a student's particular research interests with federal public service projects. The program was designed to help the public service conduct research, develop intellectual property and patents and promote the transfer of scientific findings.

7.35 The RAP continues to grow in popularity and has attracted highly qualified researchers. More than 23 organizations are now using the program and have indicated that this program is more tailored to their

hiring needs. Consistent with this, an increase of 78% in initial hires was observed in 2009-2010, as well as a 10% increase in re-hires (see Table 25). This is the third year of continuous increase in the program, underlining its continued pertinence to the public service's national and international contribution to research.

Exhibit 5: Research Affiliate Program highlights from 2009-2010

Three RAP initiatives were particularly successful in 2009-2010:

Natural Resources Canada's Arctic Exploration initiative, part of the RAP, continues to grow in popularity and will be extended for another 20 months effective April 1, 2010. To date, 609 referrals have been made, with 26 students hired.

Department of Justice Canada also anticipates extending its Policy and Research Program, which has grown from attracting 150 students annually to attracting over 1 500. Senior management has expressed how well the program has worked and hiring managers are very impressed with the quality of RAP referrals.

The Students Providing Aligned Research and Knowledge Program (SPARK), a RAP initiative that targets graduate students to match their academic work with public service needs, was expanded this year to include all federal organizations. Seventy-two referrals were made to Spark in 2009-2010. While this represented a 12% decrease from last year, many students were re-hired, thus reducing the need for new referrals.

Table 25: Research Affiliate Program by fiscal year

Fiscal year	Applications	Referrals	Hires	Re-hires[1]
2007-2008	757	313	69	75
2008-2009	1 152	832	122	151
2009-2010	3 217	1 201	217[2]	166

Source: Public Service Resourcing System and Public Service Commission hiring and staffing activities files

[1] A re-hire is an extension of employment without a break in service.

[2] Of the 217 hires, 13 students were paid through a stipend or bursary and as such are not included in the student hiring activities figures reflected in Appendix 2, Table 43.

7.36 **Co-operative Education and Internship Program** — The objective of the CO-OP program is to provide post-secondary students with on-the-job training. Co-operative education alternates classroom instruction with work placements in the student's field of study. The internship component offers supervised, on-the-job training assignments designed to give students the required skills and knowledge for entry into a trade or profession. There were 4 842 CO-OP placements made in 2009-2010 compared to 4 216 in 2008-2009 (see Table 26).

7.37 The PSC's main role is to confirm that the CO-OP programs offered by post-secondary institutions meet the eligibility criteria for work placements in the federal public service. As of this past fiscal year, there are a total of 3 487 eligible CO-OP programs, an increase of 15% over 2008-2009.

Exhibit 6: New Eligible CO-OP programs in 2009-2010

- A new CO-OP initiative was established in 2009-2010 between the Deputy Minister University Champions Program and the University of Waterloo and McMaster University. Titled "Leaders Building Leaders", the initiative will allow managers to access a pre-qualified pool of students who have demonstrated potential and interest in the federal public service and who will be trained by their respective universities in public service competencies.
- In 2009-2010, the Telfer School of Management at the University of Ottawa marked the third year of its five-year pilot Audit and Evaluation Internship Program, which is associated with Fisheries and Oceans Canada. As of the end of the fiscal year, nine cohorts of students had participated in the program and three students had been bridged into the department. In the coming fiscal year, the Department of Indian and Northern Affairs also plans to partner with the Telfer School on this initiative.
- A total of 19 secondary schools in British Columbia and Ontario joined the list of approved CO-OP programs in 2009-2010. Their programs are designed to encourage secondary school students to consider the federal public service as a potential and long-term employer and then to pursue their education at the post-secondary level.

7.38 The number of placements in the CO-OP program has increased by 41% since 2005-2006, partly due to greater outreach by the PSC to both organizations and educational institutions. In 2009-2010, over 79 meetings and presentations were conducted. The PSC will begin a review of the

current database of CO-OP and internship programs in 2010-2011 to ensure that it continues to provide up-to-date information about accredited programs.

Table 26: Co-operative Education/Internship Program placements by fiscal year

	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010
Placements	3 434	3 465	3 757	4 216	4 842

Source: Public Service Commission hiring and staffing activities files

Virtually no paper applications are now received by the PSC, although this option remains available to persons requiring accommodation.

Recruitment statistics and volumes

7.39 The PSC continues to connect potential employees with federal public service jobs. The PSC *Policy on Advertising in the Appointment Process* requires that opportunities open to the public be advertised on the PSC Web site at jobs.gc.ca and on Infotel or another toll-free telephone service that allows Canadians to hear the same advertisements.

7.40 The PSC tracks the total number of visits to the jobs.gc.ca Web site, and the number of calls to Infotel and related services. Over the last five years, use of the Web site has increased by 46%, while use of Infotel and related services has decreased by 47%. Virtually no paper applications are now received by the PSC, although this option remains available to persons requiring accommodation.

7.41 The PSC has also promoted greater awareness of direct access by organizations to the Public Service Resourcing System (PSRS), an e-staffing system for all external and student hiring that provides a number of screening tools. Direct access to PSRS allows hiring managers to save time, increase the quality of staffing and target candidates who are the right fit for their organization. As the number of organizations with direct access has increased, so has their share of advertisements posted on the jobs.gc.ca Web site. In 2009-2010, 61% of all advertisements were posted by the PSC and 39% by direct-access organizations. In 2008-2009, 76% were posted by the PSC and 24% by direct-access organizations.

7.42 There was a decrease in the number of advertisements posted on the jobs.gc.ca Web site during 2009-2010, but opportunities for permanent employment remained stable. In 2009-2010, 3 463 advertisements were posted compared to 4 995 in 2008-2009, a decrease of 31%. The proportion of permanent positions being advertised remained the same, at 28% of all advertisements.

7.43 In response to all of the advertisements posted on jobs.gc.ca during 2009-2010, more than 276 000 job seekers submitted 878 372 applications. This is a decrease in applications of 15% compared to 2008-2009. In 2009-2010, an average of 254 applications were received per advertisement, compared to an average of 206 in 2008-2009, when approximately one million applications were submitted.

7.44 The availability of applicants for public service occupations varies greatly. Table 27 presents the 10 occupational groups advertised on jobs.gc.ca with the highest and lowest ratios of applications to positions available for the year 2009-2010. For those groups with a high ratio of applications to positions available, hiring managers benefit from volume management tools and strategies, such as the electronic screening features provided by PSRS and collective staffing. For those occupational groups with a low ratio of applications to positions available, managers may use outreach strategies that go beyond advertising on the jobs.gc.ca Web site. This could include advertising in special journals, or participating in career fairs.

Table 27: Occupational groups by ratio of applications to positions available for fiscal year 2009-2010

Highest 10 occupational groups by ratio of application to positions available		Lowest 10 occupational groups by ratio of application to positions available	
Classification	Ratio	Classification	Ratio
FS – Foreign Service	804	AG – Agriculture	33
CM – Communications	436	NU – Nursing	27
WP – Welfare Programs	378	AC – Actuarial Science	26
SO – Ships Officer	306	AO – Aircraft Operations	25
OE – Office Equipment	201	HP – Heating, Power and Stationary Plant Operations	19
GL – General Labour and Trade	196	OP – Occupational and Physical Therapy	10
RE – Research	195	TR – Translation	10
FB – Border Services	186	VM – Veterinary Medicine	9
CR – Clerical and Regulatory	182	PH – Pharmacy	8
AS – Administrative Services	99	MD – Medicine	7

Source: Public Service Resourcing System

7.45 **Educational profile of applicants to external advertisements —** In 2009-2010, approximately 78% of applicants reported having a post-secondary diploma or degree. Table 28 shows the distribution of academic level by employment category.

7.46 Notably, approximately 72% of applicants to positions in the Clerical and Secretarial category (e.g. Clerical and Regulatory group, levels 1 through 5) indicated that they had at least a post-secondary diploma or degree, whereas the minimum educational requirement of the Treasury Board of Canada Secretariat's Occupational Groups Qualification Standards is for two years of secondary school or employer-approved alternatives.

Table 28: Highest academic level reported by applicants to advertised external processes for fiscal year 2009-2010

Employment Category	High school or less (%)	Some post-secondary credits (%)	College diploma (%)	Bachelor's degree (%)	Master's degree (%)	Doctorate (%)	Unknown (%)
Professional and Administrative	5.8	8.4	14.6	44.6	19.4	4.0	3.2
Executive	3.6	3.1	11.4	36.1	29.6	9.5	6.8
Computer Related, Technical and Scientific	3.6	12.4	12.5	43.9	17.2	6.6	3.8
Clerical and Secretarial	12.1	13.4	21.8	41.4	8.1	1.1	2.1
Labour and Trades	8.6	18.9	14.6	44.7	8.1	1.6	3.6
Overall average	**6.7**	**11.2**	**15.0**	**42.1**	**16.5**	**4.6**	**3.9**

Source: Public Service Resourcing System

Note: Educational information for applicants who applied to multiple employment categories is included in each employment category to which the applicant applied. A single applicant may be included in the table up to five times depending on the number of categories to which they applied.

7.47 **Staffing activity by geographic area** — Applications are received from across Canada, with the majority of applicants (69.5%) residing in Ontario and Quebec. Applicant residency figures for eight of the country's provinces/territories were equal to or greater than their share of Canada's population (i.e. Quebec, Ontario, New Brunswick, Nova Scotia, Prince Edward Island, Yukon, Northwest Territories and Nunavut). In 2009-2010, there were five provinces in which the percentage of applicants was lower than the province's share of Canada's population, namely Alberta, British Columbia, Saskatchewan, Manitoba and Newfoundland and Labrador. This reflected a highly competitive labour market in these regions during the reporting period (see Table 49, Appendix 2).

7.48 **Official language profile of applicants to external positions** — Applicants for public service jobs remain representative of Canada's linguistic duality. In 2009-2010, English was identified as the first official language by 72.6% of applicants, down only slightly from 74.1% in 2008-2009. French was identified as the first official language by 27.4% of applicants, compared to 25.9% in 2008-2009.

PSC-led pools and inventories

Thirteen new PSC-led pools and two new inventories were established in 2009-2010. This brought the total to 51 PSC-led pools and 2 inventories...

7.49 The PSC creates pools and inventories in order to meet the hiring needs of departments and agencies to staff similar positions in a timely and effective way and respecting the core and guiding values. Pools are comprised of candidates who have met the minimum criteria to be included in the pool. Inventories are created without any candidate assessment, but allow hiring managers to proceed with their own assessment methods.

7.50 Thirteen new PSC-led pools and two new inventories were established in 2009-2010. This brought the total to 51 PSC-led pools and 2 inventories available to hiring federal government organizations across Canada. Twelve of the pools and inventories will not be carried over into the new fiscal year.

7.51 As was the case last year, all new pools were for entry-level positions in the Program and Administrative Services groups. Five of the new pools and one of the new inventories were targeted to one or many employment equity groups. Most were established on a partially assessed basis, allowing clients to tailor the remaining assessment specifically for the jobs being staffed. Further new pools and inventories are in the planning stages and will be made available to federal government organizations in 2010-2011.

7.52 A formative evaluation of PSC-led pools and inventories was conducted in 2009-2010 by the PSC. The evaluation led to a number of recommendations, including recommendations dealing with pool creation and management (e.g. promotion, performance and cost effectiveness) and the need to have more mechanisms in place to better track and monitor costs, client satisfaction and time to staff. The PSC is committed to developing an action plan in response to these recommendations.

7.53 **Hiring optimization analysis** — As a follow-up to the PSC's past studies on staffing optimization, in 2009-2010 the PSC reviewed a random selection of advertised statements of merit criteria (SMCs) for positions at various groups and levels, in order to identify trends or common usage

in the merit criteria. The analysis revealed that, in all the SMCs analysed, abilities and personal suitability factors constitute approximately 55% of the merit criteria in a SMC. Moreover, out of all the abilities found in the SMCs studied, 90% were represented by 10 qualifications and, out of all the personal suitability factors found in the same sample of SMCs studied, 90% were represented by 12 qualifications. These key findings suggest that there exist staffing optimization opportunities such as providing organizations with assessment tools for the most commonly used merit criteria, which would assist them in reducing their time to staff.

Executive resourcing services

7.54 The PSC continues to offer executive (EX) resourcing services for appointments at the EX-1 to EX-5 level on a cost recovery basis. These turnkey or *à la carte* services include essential staffing components such as advice and guidance, scrutiny of the SMC with a view to rendering the process more efficient and productive, posting of advertisements, creation and implementation of assessment tools and support to the hiring manager during the assessment phase (i.e. during the interview and the subsequent reference check integration phases).

7.55 In 2009-2010, the PSC received over 100 requests for its services. Requests for EX resourcing services continued to decrease for the third year. This decline can be attributed to a continuous increase in the establishment of organizational EX resourcing services teams, as a result of the adoption of the current PSEA and the delegation of EX resourcing to the deputy head level. As committed in its 2008-2009 Annual Report, the PSC began a review of its quality control assurance mechanisms in 2009-2010 and is establishing mechanisms for file review based on audit recommendations.

Assessment services and products

7.56 The PSC provides a range of mandatory and optional assessment services and products to federal organizations. Mandatory instruments include the PSC's Second Language Evaluation (SLE) tests, which must be used by federal organizations subject to the PSEA when staffing bilingual positions. Optional assessment instruments and services include occupational tests, management tests, executive counselling services and other customized assessment services, for both the executive and non-executive levels.

7.57 The PSC also offers instruments for assessing management and leadership competencies, including in-basket exercises, simulations and assessment centres such as Simulations for Executive Selection. These instruments provide hiring managers and candidates with significant information about a candidate's management strengths and developmental needs. The PSC also provides career-oriented assessment and coaching services to the executive cadre and to the executive feeder groups.

Assessment volumes

7.58 In 2009-2010, demand for assessment products and services was comparable to 2008-2009 in some areas, but declined significantly in others (see Table 29). Test volumes for SLE and assessment services in the executive counselling area remained relatively stable. However, organizational use of PSC occupational tests decreased for the second consecutive year. A range of factors have contributed to the decline, including the transition of many occupational tests to cost-recovery in 2008-2009 and the decrease in staffing activity and greater use of PSEA flexibilities (e.g. use of asset criteria and volume reduction strategies). The PSC has responded to the change in demand by diversifying its assessment products and services (e.g. tailoring assessment instruments to specific requirements) and by focusing on more economical assessment instruments such as unsupervised Internet tests. In addition, the PSC has increased its outreach to clients to better inform them of the value-added of standardized testing, as well as to collect input on their staffing and assessment needs.

7.59 The PSC provides executive reference checks that are required by policy and are an integral part of appointment processes at the executive level. When conducted appropriately, they can be invaluable in identifying and averting potential hiring problems and associated costs. In 2009-2010, the use of PSC EX reference check services decreased by 36% compared to 2008-2009. As with the reduction in requests for EX resourcing services (see above), the decrease in EX reference checks is likely a result of increased organizational EX staffing capacity following delegation of EX appointments to deputy heads.

A major increase was seen in the number of EX interview board preparation workshops, with 32 workshops delivered in 2009-2010, almost double the volume in 2008-2009.

7.60 Demand was up or stable in other areas. A major increase was seen in the number of EX interview board preparation workshops, with 32 workshops delivered in 2009-2010, almost double the volume in 2008-2009. Demand for 360 degree feedback tools and services remained strong, with 128 assessments compared to 132 in 2008-2009. Coaching and counselling services were provided to over 900 individual clients, about the same number as last year.

Table 29: Assessment volumes

Assessment	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	Change (over last year)
All tests and assessments (including SLE tests)	162 200	180 591	237 112	216 132	189 884	-12.2%
EX entry-level assessment	485	544	460	277	239	-13.8%
EX-3 simulation	3	4	54	15	1	-93.3%
EX reference checks	2 246	1 892	1 565	1 561	999	-36.0%

Source: Public Service Commission Test Scoring and Results Reporting System and Assessment Centre Integrated Information System, as of March 31, 2010.

Tailored assessment tools and services

7.61 The PSC offers a wide range of customized assessment services to departments and agencies with specific assessment needs. This includes the development and administration of tailored assessment products and services.

7.62 For example, in 2009-2010 the PSC provided support to the Canada Space Agency in elaborating standardized assessment tools aligned to their competency profile for technical occupations. The PSC also worked collaboratively with the Department of National Defence, Health Canada and the Canada Revenue Agency to develop and/or administer tailored assessment products and services for use in organizational appointment processes and development programs.

Assessment accommodations

7.63 The PSC continues to support guiding values by further developing its leadership in terms of operational capacity and advisory role for persons with disabilities. Recent investments within the PSC have strengthened its operational capacity and contributed to enhancing fairness and representativeness in the staffing system. The PSC is currently examining a range of delivery models in order to maximize the efficiency and effectiveness of services to candidates with disabilities and organizational clients. Ongoing efforts to streamline processes and increase outreach to candidates and clients have contributed to reducing backlogs and time to staff. In addition, information specific to accommodations is now available on the PSC Web site, which also allows for a reduction in inquiries related to general information.

The PSC is currently examining a range of delivery models in order to maximize the efficiency and effectiveness of services to candidates with disabilities and organizational clients.

7.64 After yearly increases since 2003-2004, demand for accommodation measures remained strong in 2009-2010, but decreased slightly. The PSC received a total of 2 060 requests for accommodations, compared to 2 442 in 2008-2009. During the year, the PSC also produced more than 200 alternate test formats for candidates with disabilities and provided advice on a fee-for-service basis on accommodation for organizational tests.

Second language evaluation

7.65 The PSC is responsible for evaluating second official language proficiency for staffing purposes. It fulfills this mandate by developing, monitoring and supplying and/or administering standardized tests for reading comprehension, written expression and oral proficiency. The PSC certifies organizational test administrators to administer the reading and written expression tests. The PSC also selects, trains and certifies language assessors to administer the Test of Oral Proficiency.

The PSC has been renewing its suite of SLE instruments. The new SLE Test of Written Expression and the new SLE Test of Oral Proficiency were introduced in 2008. The new test of Reading Comprehension will be released during the summer of 2010.

7.66 The PSC has been renewing its suite of SLE instruments. The new SLE Test of Written Expression and the new SLE Test of Oral Proficiency were introduced in 2008. The new test of Reading Comprehension was released during the summer of 2010. These modernized SLE instruments reflect the latest best practices in the field and will help to ensure that second language requirements for bilingual positions are assessed fairly, objectively and consistently across all federal organizations that are subject to the PSEA.

7.67 In 2009-2010 (see Table 30), the PSC saw a 2.4% decrease in SLE testing (from 102 081 assessments to 99 668), but still representing an overall increase of 27.4% in testing levels over the last five years (99 668 assessments in 2009-2010 compared to 78 232 in 2005-2006). In 2009-2010, the decrease in assessment volumes was largest for the Test of Oral Proficiency, followed by the Test of Written Expression and the Test of Reading Comprehension.

Table 30: Number of second language evaluation tests administered by test and year, showing percentage change over the previous year

Assessment	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	Change (over last year)
Reading	26 319	27 244	32 894	34 967	34 637	-1.0%
Written expression	28 950	29 887	36 139	39 779	38 723	-2.7%
Oral proficiency	22 963	24 327	25 831	27 335	26 308	-3.8%
Total	**78 232**	**81 458**	**94 864**	**102 081**	**99 668**	**-2.4%**

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2010.

In 2009-2010, the PSC continued to successfully meet the second language oral proficiency service standards.

7.68 In 2009-2010, more than three quarters of the SLE oral proficiency tests administered were for staffing bilingual imperative positions (56.4%) or for training or non-imperative staffing purposes (24.5%). The remaining tests were administered for other purposes, such as the re-identification of language requirements for a position. In 2009-2010, the PSC continued to successfully meet the second language oral proficiency service standards.

7.69 **Pass rates for the English and French Test of Oral Proficiency, Test of Written Expression and Test of Reading Comprehension, by level and year** — The PSC tracks pass rates for its three second language tests. Tables 31, 32, and 33 show the pass rates for the Test of Oral Proficiency, the Test of Written Expression and the Test of Reading Comprehension, respectively, for the last three fiscal years (2007-2008 to 2009-2010) for all levels combined, for the B and C proficiency levels and for the C level for executives. Variations in pass rates across years is expected due to a wide range of factors that influence test results, including the changing profile of those taking the tests, demographics and policy changes. Overall, for all three tests, the pass rate trends are similar.

Table 31: Pass rates on the English and French Test of Oral Proficiency by level and year[1]

Level	2007-2008		2008-2009		2009-2010	
	French	English	French	English	French	English
All levels (A,B,C combined)	66.4%	83.4%	66.5%	83.6%	70.1%	84.5%
Level B only	76.0%	90.4%	76.6%	91.4%	81.2%	92.9%
Level C only	53.5%	66.6%	48.9%	64.1%	52.4%	63.2%
– Level C executives only	57.2%	74.1%	58.1%	70.4%	62.7%	70.4%

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2010.

[1] Pass rates reflect the number of successful tests at a given level, divided by the total number of tests for which that level is required, expressed as a percentage. Levels A, B and C correspond to basic, intermediate and advanced levels of second language proficiency.

Table 32: Pass rates on the English and French Test of Written Expression by level and year[1]

Level	2007-2008		2008-2009		2009-2010	
	French	English	French	English	French	English
All levels (A,B,C combined)	57.8%	76.2%	59.7%	67.7%	58.4%	71.7%
Level B only	58.8%	77.3%	60.1%	67.5%	59.1%	71.3%
Level C only	44.9%	67.5%	50.4%	66.4%	42.8%	69.9%
– Level C executives only	sample too small	sample too small	61.1%	sample too small	71.4%	sample too small

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2010.

[1] Pass rates reflect the number of successful tests at a given level, divided by the total number of tests for which that level is required, expressed as a percentage. Levels A, B and C correspond to basic, intermediate and advanced levels of second language proficiency.

Table 33: Pass rates on the English and French Reading Comprehension Tests by level and year[1]

Level	2007-2008		2008-2009		2009-2010	
	French	English	French	English	French	English
All levels (A,B,C combined)	72.8%	82.2%	69.9%	80.9%	72.1%	84.0%
Level B only	77.8%	87.8%	76.0%	86.7%	77.2%	88.5%
Level C only	57.1%	65.4%	49.1%	61.0%	56.2%	66.6%
– Level C executives only	77.9%	84.6%	81.7%	sample too small	75.0%	sample too small

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2010.

[1] Pass rates reflect the number of successful tests at a given level, divided by the total number of tests for which that level is required, expressed as a percentage. Levels A, B and C correspond to basic, intermediate and advanced levels of second language proficiency.

The PSC is offering assistance to departments and agencies interested in establishing their own e-test centres and is exploring how new technologies, such as computer-generated testing, can enhance test security, reduce the risk of tests being compromised and better safeguard these Crown assets.

Test security

7.70 As committed in its 2008-2009 Annual Report, in May 2009 the PSC released an audit that concluded that the PSC's SLE tests had been used without its authorization. The PSC subsequently replaced compromised versions of the SLE Reading and Writing tests and began retesting students who may have been exposed to compromised test content.

7.71 Over the course of 2009-2010, the PSC introduced a series of measures to respond to the audit and improve test security. The PSC updated test administration manuals, test order forms and other material to reinforce key messages related to test security. New procedures were implemented concerning how clients order and use PSC tests in order to further protect standardized test content.

7.72 The PSC continues to encourage the use of on-line testing, a more secure alternative to the traditional paper-and-pencil testing format. The PSC is offering assistance to departments and agencies interested in establishing their own e-test centres and is exploring how new technologies, such as computer-generated testing, can enhance test security, reduce the risk of tests being compromised and better safeguard these Crown assets.

E-testing and assessment innovations

7.73 In 2009-2010, the PSC continued to work with departments and agencies to expand its e-testing services. Such services are not only more secure compared to the traditional paper-and-pencil testing format, but they can also be more cost effective and decrease time to staff since test results are available in a more timely manner. Table 34 shows that, for this year, 38% of PSC tests were written on-line. The vast majority of these tests (95%) were SLE tests.

The PSC piloted the two [unsupervised Internet tests] with over 15 000 job applicants during the year. Feedback from applicants was positive...

7.74 Departments and agencies demonstrated continued interest in transitioning to on-line testing in 2009-2010. As a result, the number of organizational e-testing centres has grown by 30% to 165, and the number of certified public service employees qualified to administer these e-tests has increased to 420.

Table 34: Paper/pencil and on-line testing usage

Type of tests	2006-2007	2007-2008	2008-2009	2009-2010
Paper/pencil tests	98.0%	91.0%	77.0%	62.0%
On-line tests	2.0%	9.0%	23.0%	38.0%

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2010.

7.75 The PSC will use its e-testing technology to implement a more efficient on-going approach to pre-testing new test content in 2010-2011. In addition, the PSC will expand the capacity of its e-testing technology to allow for computer-generated testing, which will enhance the security of second language testing.

7.76 In 2009-2010, the PSC continued the development of two unsupervised Internet tests (UITs), a cognitive ability test and a second language writing skills self-assessment. UITs are administered to candidates over the Internet in unsupervised settings. Successful candidate results are confirmed by subsequent testing in a supervised environment.

7.77 The PSC piloted the two UITs with over 15 000 job applicants during the year. Feedback from applicants was positive and results indicated that applicants found that the tests provided useful information in considering whether to apply for specific appointment processes.

7.78 The new UITs are scheduled to be released to organizations by the fall of 2010. UITs are done from home at the time of application and do not require supervision. As a supervised testing session is restricted to those candidates who have successfully passed the UIT, the requirement for supervised testing will be reduced commensurately with a resulting reduction in costs and time to staff.

Public Service Staffing Modernization Project

7.79 The Public Service Staffing Modernization Project (PSSMP) is a comprehensive, government-wide initiative, led by the PSC, to modernize staffing in the federal public service. Major progress was made on the project during 2009-2010.

7.80 **Volumetrics** — The Public Service Resourcing System (PSRS) handled more than 800 000 employment applications in response to 3 464 advertisements during 2009-2010. During the year, 276 580 job seekers registered and submitted *curriculum vitae* using the jobs.gc.ca interface, and the site received an average of 470 916 unique visitors per month.

7.81 **Improving stakeholder communications** — The PSSMP led a comprehensive re-design of the jobs.gc.ca Web site in collaboration with departments and agencies, including the Office of the Chief Human Resources Officer, to support public service renewal to create a new and improved "look" with many new features. Job seekers have easier access to career information through improved search functions and videos with incumbent testimonials. An extranet site now enables client organizations to share staffing information and best practices and they can use newly created tools to build profiles of themselves and highlight their emerging requirements.

7.82 In November 2009, the PSC introduced a Job-seeker Satisfaction Survey as part of a series of enhancements to the jobs.gc.ca Web site. The purpose of the survey is to solicit feedback from job seekers about the jobs site, its search tool and their experience with the PSRS. Each individual who completes an application for a position is invited to take part in the survey. Over 25 000 individuals responded during the last four months of the fiscal year. The survey will continue in the 2010-2011 fiscal year and the survey results (25 345 respondents from November 25, 2009 to March 24, 2010) will be used to make further improvements to the jobs.gc.ca site and to determine the effectiveness of the PSRS as a staffing and recruitment facility.

Table 35: Jobs.gc.ca: Survey results of job seekers

2009-2010 Respondents[1]	Jobs.gc.ca Web site compared to other job search Web sites:
89%	Rated their search experience to be better than or the same as other job search Web sites
87%	Believed that the "search for job" feature was easier to use
86%	Believed that the search criteria were useful
85%	Believed the structure related to the job search to be well organized
79%	Received the job search results they expected

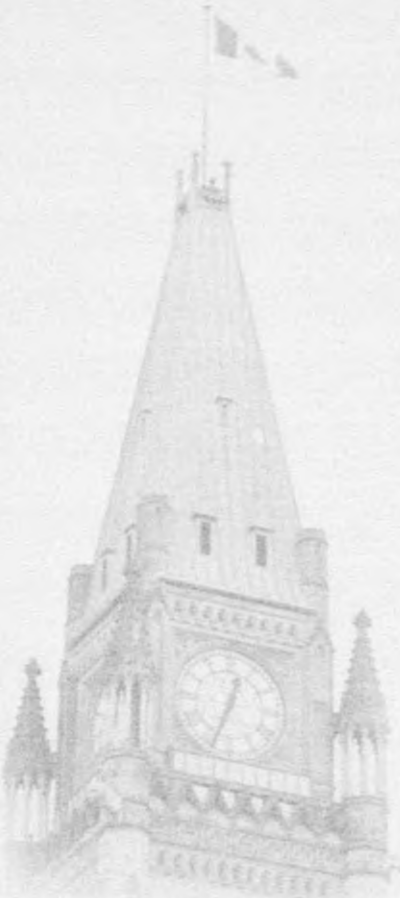
Source: Public Service Commission Job-seeker Satisfaction Survey Report

[1] A total of 25 345 individuals responded to the Survey from November 25, 2009 to March 24, 2010.

7.83 **Reducing time to staff** — As part of the PSSMP, the PSC developed and disseminated a set of new tools in 2009-2010 to expedite staffing processes. This included the Extreme Hiring Makeover, unsupervised Internet testing and a Candidate Information Exchange. Further, eight additional organizations now have full control of their external advertised processes through direct access to PSRS, raising the total to 32. There are currently 16 organizations with direct access to PSRS on a national basis, compared with only four in 2008-2009.

7.84 **Increasing collaboration** — The PSC worked throughout the year to increase collaboration with key human resources (HR) proponents. This included consulting with officials of the Office of the Chief Human Resources Officer concerning common HR business processes and partnering with members of the interdepartmental HR aid initiative to develop shared HR tools.

Appendices



Appendix 1

Staffing Management Accountability Framework[37]

Key change areas	Intended effects: progress with key success factors				Intended effects: progress in improved short-term outcomes	
	Delegation of staffing to deputy heads	Planning for staffing and monitoring of results	Organizational HR support systems	Organizational accountability for results	Results: flexibility and efficiency	Results: effectiveness and adherence to staffing values
Detailed ongoing lead performance indicators of long-run success	• Mechanisms are in place to ensure that sub-delegated managers comply with their sub-delegated authorities	• Staffing strategies support organizational staffing priorities and align with current and future needs • The organization assesses the extent to which expected results for staffing are achieved and adjustments are made as required	• Managers' satisfaction with quality of overall staffing services • PE capacity: (a) PEs by population base; (b) PEs by volume of staffing; and (c) PE departures • Participation in learning by staffing advisors	• Staffing performance deficiencies identified in feedback from the PSC are corrected in a timely fashion	• Managers' satisfaction with flexibility to carry out staffing processes in an efficient manner • Length of time for hiring process • Candidates' satisfaction regarding duration of appointment process	• Merit • Non-partisanship • Representativeness • Access • Fairness • Transparency

[37] In 2009-2010, departments and agencies were assessed individually based on 26 of the 29 indicators. It was not possible to assess three of the indicators in the 2009-2010 cycle (identified in red). Some organizations were not assessed on all indicators, if their level of staffing activity was not sufficient for statistical analysis.

Staffing Management Accountability Framework: Effectiveness and adherence to guiding values

EFFECTIVENESS/VALUES					
Merit	**Non-partisanship**	**Representativeness**	**Access**	**Fairness**	**Transparency**
• Managers' satisfaction with quality of hires • Official language qualifications in staffing (non-imperative appointments where the person does not meet the official language profile within the time periods prescribed by regulations) • Candidates' perceptions of whether they were assessed for actual job requirements of the position • Candidates' perceptions of whether the posted qualifications and criteria for positions are bias-free and barrier-free • PSC investigations into staffing • In-house investigations into staffing • Perceptions of merit in staffing "In my work unit, I believe that we hire people who can do the job."	• Managers' perception of external pressure to select a particular candidate • PSC investigations related to political influence in staffing	• Staffing-related provisions or initiatives to increase representativeness	• Percentage of external appointments that are non-advertised • Percentage of external processes advertised nationally to total external advertised processes • Percentage of internal appointments that are non-advertised	• Candidates' perceptions of the fairness of the assessment process • Percentage of acting appointments with subsequent indeterminate appointment at the same occupational group and level within the same organization • Percentage of indeterminate hires coming from (a) casual; and (b) term positions within the same organization • Perceptions of fairness in staffing. "In my work unit, the process of selecting a person for a position is done fairly."	• Organizational staffing priorities and strategies are communicated on organizations' Web sites; and contents are clearly communicated to managers, employees and employees' representatives where applicable • Candidates' perceptions of openness and transparency in internal staffing

Appendix 2

Statistical tables

The Annual Report includes a number of figures and tables, the data for which have been derived from a variety of sources. More complete data are available electronically at www.psc-cfp.gc.ca.

Data source

The information on hiring and staffing activities is derived from data received from the Incumbent File of the Office of the Chief Human Resources Officer. This file is extracted from the Public Works and Government Services Canada pay system. The Public Service Commission (PSC) has developed a series of algorithms that are used against these files to produce the PSC's official record of hiring and staffing activities across the federal public service, based on pay transactions submitted by departments and agencies.

Hiring activities — Hiring activities refer to appointments to the public service, the hiring of casuals as per subsection 50(1) of the *Public Service Employment Act* (PSEA) and the recruitment of students under the *Student Employment Programs Exclusion Approval Order* and Regulations.

Staffing activities — Staffing activities refer to appointments to the public service as well as promotions, lateral and downward movements and acting appointments within the public service. An appointment to the public service includes the appointment of a person from the general public or the appointment of an employee of a government department or agency that is not subject to the PSEA. Staffing activity within the public service includes all appointments and/or deployments of employees within or between departments or agencies that are subject to the PSEA.

Population — The number of active employees in organizations under the exclusive appointment authority of the PSC (employees of organizations named in Schedule I, most of Schedule IV and some agencies in Schedule V to the *Financial Administration Act*). The Population count represents the number of employees at a specific point in time, usually the end of a fiscal year.

Priority administration — Information on the number of priority entitlements registered with the PSC, the number of priority person placements and the number of removals for other reasons, by priority type, are taken from the PSC's Priority Information Management System (PIMS). PIMS is the PSC's Web-based tool with which organizations register their persons who have priority entitlement, and that organizations must search when conducting an appointment process.

Applicant data — Information on selected characteristics (e.g. geographical area and educational profile) for applicants to externally advertised processes, via the Post-secondary Recruitment programs, the Federal Student Work Experience Program and general external recruitment advertisements of departments and agencies. This information is captured through the Public Service Resourcing System each time an application is submitted. An applicant may be represented more than once in a table if they have submitted an application for more than one employment category.

Table 36: Overall hiring and staffing activities to and within the public service by type and tenure

April 1, 2009 to March 31, 2010

Tenure	Hiring activity to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Indeterminate staffing activities	10 718	14.3	24 409	32.6	25 347	33.9	14 303	19.1	**74 777**	**100.0**
Specified term staffing activities	11 188	72.9	1 156	7.5	2 220	14.5	786	5.1	**15 350**	**100.0**
Sub-total	21 906	24.3	25 565	28.4	27 567	30.6	15 089	16.7	**90 127**	**100.0**
Casual (as per PSEA ss. 50(1))	19 134	100.0	0	0.0	0	0.0	0	0.0	**19 134**	**100.0**
Student (under *Employment Exclusion Approval Order*)	14 659	100.0	0	0.0	0	0.0	0	0.0	**14 659**	**100.0**
Total	**55 699**	**44.9**	**25 565**	**20.6**	**27 567**	**22.2**	**15 089**	**12.2**	**123 920**	**100.0**

(a) Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

(b) Excludes acting appointments of less than four months.

Table 37: Overall hiring and staffing activities to and within the public service by tenure and previous employment status

April 1, 2009 to March 31, 2010

Previous employment status	Tenure after hiring and staffing activities								Total	
	Indeterminate		Specified term		Casual*		Student*			
	No.	%	No.	%	No.	%	No.	%	No.	%
Indeterminate	58 348	78.0	173	1.1	0	0.0	0	0.0	**58 521**	**47.2**
Specified term	5 711	7.6	3 988	26.0	0	0.0	0	0.0	**9 699**	**7.8**
Casual	1 641	2.2	2 133	13.9	0	0.0	0	0.0	**3 774**	**3.0**
Other federal agencies	705	0.9	209	1.4	0	0.0	0	0.0	**914**	**0.7**
General public	8 210	11.0	8 677	56.5	19 134	100.0	14 659	100.0	**50 680**	**40.9**
Student	162	0.2	170	1.1	0	0.0	0	0.0	**332**	**0.3**
Total	**74 777**	**100.0**	**15 350**	**100.0**	**19 134**	**100.0**	**14 659**	**100.0**	**123 920**	**100.0**

*Casuals and students do not have a previous employment status as these persons are reported under "General public."

Table 38: Staffing activities by type and occupational category

April 1, 2009 to March 31, 2010

Occupational category	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Executive Group	104	0.5	1 043	4.1	632	2.3	629	4.2	**2 408**	**2.7**
Scientific and Professional	3 423	15.6	4 339	17.0	3 920	14.2	1 792	11.9	**13 474**	**15.0**
Administrative and Foreign Service	8 396	38.3	14 849	58.1	14 575	52.9	10 377	68.8	**48 197**	**53.5**
Technical	1 606	7.3	1 525	6.0	1 010	3.7	780	5.2	**4 921**	**5.5**
Administrative Support	4 992	22.8	2 039	8.0	5 393	19.6	712	4.7	**13 136**	**14.6**
Operational	3 209	14.6	1 609	6.3	1 906	6.9	755	5.0	**7 479**	**8.3**
Not applicable (c)	176	0.8	161	0.6	131	0.5	44	0.3	**512**	**0.6**
Total	**21 906**	**100.0**	**25 565**	**100.0**	**27 567**	**100.0**	**15 089**	**100.0**	**90 127**	**100.0**

(a) Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

(b) Excludes acting appointments of less than four months.

(c) Refers to staffing activities for which the standard occupational classifications do not apply (i.e. separate agencies under the *Public Service Employment Act* use their own occupational groups).

Table 39: Staffing activities by type and geographic area

April 1, 2009 to March 31, 2010

Geographic area	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
British Columbia	2 182	10.0	1 875	7.3	2 250	8.2	1 156	7.7	**7 463**	**8.3**
Alberta	1 459	6.7	1 187	4.6	1 273	4.6	584	3.9	**4 503**	**5.0**
Saskatchewan	645	2.9	469	1.8	605	2.2	330	2.2	**2 049**	**2.3**
Manitoba	826	3.8	625	2.4	708	2.6	450	3.0	**2 609**	**2.9**
Ontario (except NCR)	2 985	13.6	2 187	8.6	2 487	9.0	1 510	10.0	**9 169**	**10.2**
National Capital Region (NCR)	8 819	40.3	14 431	56.4	14 725	53.4	7 735	51.3	**45 710**	**50.7**
Quebec (except NCR)	2 738	12.5	1 985	7.8	2 832	10.3	1 455	9.6	**9 010**	**10.0**
New Brunswick	724	3.3	777	3.0	756	2.7	640	4.2	**2 897**	**3.2**
Nova Scotia	919	4.2	1 013	4.0	989	3.6	551	3.7	**3 472**	**3.9**
Prince Edward Island	91	0.4	231	0.9	226	0.8	112	0.7	**660**	**0.7**
Newfoundland and Labrador	316	1.4	416	1.6	362	1.3	338	2.2	**1 432**	**1.6**
Yukon	42	0.2	41	0.2	68	0.2	17	0.1	**168**	**0.2**
Northwest Territories	100	0.5	79	0.3	92	0.3	38	0.3	**309**	**0.3**
Nunavut	41	0.2	26	0.1	30	0.1	10	0.1	**107**	**0.1**
Outside Canada	19	0.1	223	0.9	164	0.6	163	1.1	**569**	**0.6**
Total	**21 906**	**100.0**	**25 565**	**100.0**	**27 567**	**100.0**	**15 089**	**100.0**	**90 127**	**100.0**

(a) Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

(b) Excludes acting appointments of less than four months.

Table 40: Appointments to the public service to indeterminate and specified term positions greater than three months, by employment equity group and geographic area

April 1, 2009 to March 31, 2010

Geographic area	Appointments to the public service by employment equity designated group										
	Women (a)		Total (a)	Members of visible minorities (b)		Persons with disabilities (b)		Aboriginal peoples (b)		Total (b)	
	No.	%	No.	No.	%	No.	%	No.	%	No.	%
British Columbia	1 076	55.3	**1 946**	430	30.0	44	3.1	97	6.8	**1 433**	**100.0**
Alberta	761	57.3	**1 327**	153	18.9	26	3.2	67	8.3	**810**	**100.0**
Saskatchewan	274	55.7	**492**	25	9.1	9	3.3	48	17.5	**274**	**100.0**
Manitoba	447	58.8	**760**	64	13.7	18	3.8	65	13.9	**468**	**100.0**
Ontario (except NCR)	1 472	54.7	**2 689**	566	29.1	71	3.6	66	3.4	**1 946**	**100.0**
National Capital Region (NCR)	4 910	57.3	**8 568**	1 332	21.9	202	3.3	218	3.6	**6 070**	**100.0**
Quebec (except NCR)	1 250	52.9	**2 364**	321	19.2	23	1.4	25	1.5	**1 671**	**100.0**
New Brunswick	338	50.6	**668**	11	2.3	18	3.8	12	2.5	**476**	**100.0**
Nova Scotia	347	43.2	**804**	44	8.5	20	3.9	22	4.2	**519**	**100.0**
Prince Edward Island	44	58.7	**75**	3	5.7	*	*	*	*	**53**	**100.0**
Newfoundland and Labrador	105	55.9	**188**	8	6.4	*	*	8	6.4	**125**	**100.0**
Yukon	30	75.0	**40**	3	13.0	*	*	*	*	**23**	**100.0**
Northwest Territories	51	52.6	**97**	5	6.7	4	5.3	11	14.7	**75**	**100.0**
Nunavut	26	63.4	**41**	0	0.0	0	0.0	4	17.4	**23**	**100.0**
Outside Canada	10	62.5	**16**	0	0.0	0	0.0	0	0.0	**3**	**100.0**
Total	**11 141**	**55.5**	**20 075**	**2 965**	**21.2**	**440**	**3.1**	**648**	**4.6**	**13 969**	**100.0**

(a) The figures for women appointed to the public service are extracted from the Public Service Commission (PSC) hiring and staffing activities files. These exclude specified term appointments of less than three months and appointments to separate agencies. These PSC files are based on the Public Works and Government Services Canada pay system.

(b) The figures for the three other employment equity (EE) designated groups are based on applicants who applied and self-declared through the PSC Public Service Resourcing System in the last two fiscal years and where a match was found in the PSC hiring and staffing activities files as of March 31, 2010. These exclude specified term appointments of less than three months and appointments to separate agencies. The sum of EE designated groups does not equal the total as a person may self-declare in more than one EE designated group and men are included in the total. Consequently, the totals do not match other tables.

The suppression of certain data cells has been applied in order to respect the confidentiality requirements of personal information. They have been replaced by the missing value indicator '*'.

Table 41: Staffing activities by type and first official language group

April 1, 2009 to March 31, 2010

First official language group	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Anglophones	15 596	71.5	16 957	66.5	17 528	63.8	9 679	64.4	**59 760**	**66.5**
Francophones	6 202	28.5	8 532	33.5	9 950	36.2	5 357	35.6	**30 041**	**33.5**
Total (c)	**21 906**	**100.0**	**25 565**	**100.0**	**27 567**	**100.0**	**15 089**	**100.0**	**90 127**	**100.0**

(a) Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

(b) Excludes acting appointments of less than four months.

(c) Unknown values are not displayed in this table, but their values are included in the totals. The percentages for first official language groups are calculated using the known first official language values as the respective denominators.

Table 42: Staffing activities by type, first official language group and language requirements of position

April 1, 2009 to March 31, 2010

Language requirements of position	Appointments to the public service					Staffing activities within the public service (a)					Total (b)				
	Anglophones		Francophones		Total	Anglophones		Francophones		Total	Anglophones		Francophones		Total
	No.	%	No.	%	No.	No.	%	No.	%	No.	No.	%	No.	%	No.
Bilingual imperative	2 161	37.7	3 565	62.3	**5 729**	12 693	39.8	19 193	60.2	**31 915**	14 854	39.5	22 758	60.5	**37 644**
Bilingual non-imperative															
- Met (c)	168	75.0	56	25.0	**225**	1 357	68.4	628	31.6	**1 988**	1 525	69.0	684	31.0	**2 213**
- Must meet (d)	27	90.0	3	10.0	**30**	284	92.2	24	7.8	**308**	311	92.0	27	8.0	**338**
- Not required to meet (e)	3	60.0	2	40.0	**5**	24	51.1	23	48.9	**48**	27	51.9	25	48.1	**53**
English essential	12 070	96.2	471	3.8	**12 581**	27 891	96.2	1 087	3.8	**29 115**	39 961	96.2	1 558	3.8	**41 696**
French essential	61	3.8	1 536	96.2	**1 598**	64	2.9	2 153	97.1	**2 218**	125	3.3	3 689	96.7	**3 816**
English or French essential	1 099	66.2	561	33.8	**1 663**	1 831	71.9	717	28.1	**2 548**	2 930	69.6	1 278	30.4	**4 211**
Total (f)	**15 596**	**71.5**	**6 202**	**28.5**	**21 906**	**44 164**	**64.9**	**23 839**	**35.1**	**68 221**	**59 760**	**66.5**	**30 041**	**33.5**	**90 127**

(a) Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments. Excludes acting appointments of less than four months.

(b) Unknown values are not displayed in this table, but their values are included in the totals. The percentages for language components total (b) are calculated using the known first official language values as the respective denominators.

(c) The person appointed met the language requirements of the position at the time of appointment.

(d) The person appointed must attain, through language training, the language requirements of the position within two years of the date of the appointment, unless this period is extended for one or more additional periods – of not more than two years in total – in the circumstances prescribed in the *Public Service Official Languages Appointment Regulations*.

(e) The person appointed is exempt from meeting the language requirements of the position for the duration of the appointment on medical grounds or as a result of their eligibility for an immediate annuity, as specified in the *Public Service Official Languages Exclusion Approval Order*.

(f) Unknown values are not displayed in this table, but their values are included in the totals. The percentages are calculated on the sum of known components only.

Table 43: Student hiring activities and appointments to the public service by recruitment program and geographic area

April 1, 2009 to March 31, 2010

Geographic area	Student hiring activities (a)						Appointments to the public service						Total (c)	
	*FSWEP		*RAP		*CO-OP		*PSR (b)		*RPL		General recruitment			
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
British Columbia	592	6.2	3	1.5	478	9.9	35	2.1	0	0.0	2 147	10.6	**3 255**	**8.9**
Alberta	511	5.3	7	3.4	204	4.2	32	1.9	0	0.0	1 427	7.0	**2 181**	**6.0**
Saskatchewan	349	3.6	8	3.9	56	1.2	3	0.2	0	0.0	642	3.2	**1 058**	**2.9**
Manitoba	401	4.2	10	4.9	147	3.0	18	1.1	0	0.0	808	4.0	**1 384**	**3.8**
Ontario (except NCR)	1 415	14.7	21	10.3	453	9.4	206	12.5	0	0.0	2 779	13.7	**4 874**	**13.3**
National Capital Region (NCR)	3 759	39.1	105	51.5	2 796	57.7	1 013	61.7	19	100.0	7 787	38.5	**15 479**	**42.3**
Quebec (except NCR)	1 405	14.6	26	12.7	380	7.8	285	17.3	0	0.0	2 453	12.1	**4 549**	**12.4**
New Brunswick	490	5.1	7	3.4	75	1.5	13	0.8	0	0.0	711	3.5	**1 296**	**3.5**
Nova Scotia	321	3.3	1	0.5	143	3.0	16	1.0	0	0.0	903	4.5	**1 384**	**3.8**
Prince Edward Island	173	1.8	0	0.0	15	0.3	5	0.3	0	0.0	86	0.4	**279**	**0.8**
Newfoundland and Labrador	132	1.4	0	0.0	84	1.7	12	0.7	0	0.0	304	1.5	**532**	**1.5**
Yukon	1	0.0	0	0.0	3	0.1	0	0.0	0	0.0	42	0.2	**46**	**0.1**
Northwest Territories	16	0.2	6	2.9	5	0.1	5	0.3	0	0.0	95	0.5	**127**	**0.3**
Nunavut	5	0.1	10	4.9	3	0.1	0	0.0	0	0.0	41	0.2	**59**	**0.2**
Outside Canada	43	0.4	0	0.0	0	0.0	0	0.0	0	0.0	19	0.1	**62**	**0.2**
Total (c)	**9 613**	**100.0**	**204**	**100.0**	**4 842**	**100.0**	**1 643**	**100.0**	**19**	**100.0**	**20 244**	**100.0**	**36 565**	**100.0**

(a) The *Student Employment Programs Exclusion Approval Order and Regulations* apply to persons hired on or after April 9, 1997 within Student Employment Programs (as defined by the Treasury Board of Canada Secretariat's *Student Employment Policy*) by organizations governed by the *Public Service Employment Act* (PSEA) for their staffing. The Order excludes such persons from the operation of the former PSEA (with the exception of subsections 16(4) and 17(4), which dealt with preferences for veterans and Canadian citizens in external appointment processes (previously known as "open competitions")). The Order and Regulations create special rules for the hiring of students (as defined above) as well as rules for such students' eligibility to participate in internal appointment processes. The Order and Regulations continued to apply to the current PSEA during 2009-2010, however they have been updated after the end of the fiscal year.

(b) The figures under Post-Secondary Recruitment Program (PSR) include appointments of applicants from the current and previous years' campaigns, as not all appointments are completed within the same fiscal year. The figures also include appointments under the Accelerated Economist Training Program. These figures include appointments of applicants from the Public Service Commission's PSR and exclude appointments of post-secondary graduates made directly by organizations.

(c) The total 36 565 plus 19 134 casuals equals the overall hiring activity to the public service of 55 699 persons as indicated in Table 36 in Appendix 2.

*** Legend**

FSWEP Federal Student Work Experience Program
RAP Research Affiliate Program
CO-OP Co-operative Education/Internship Program
PSR Post-Secondary Recruitment Program
RPL Recruitment of Policy Leaders Program

Table 44: Staffing activities by type and organization

April 1, 2009 to March 31, 2010

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Agriculture and Agri-Food Canada	684	32.1	591	27.7	542	25.4	314	14.7	**2 131**	**100.0**
Assisted Human Reproduction Canada	0	0.0	2	18.2	9	81.8	0	0.0	**11**	**100.0**
Atlantic Canada Opportunities Agency	37	14.9	74	29.7	64	25.7	74	29.7	**249**	**100.0**
Canada Border Services Agency	720	16.6	1 162	26.7	1 313	30.2	1 150	26.5	**4 345**	**100.0**
Canada Industrial Relations Board	7	16.3	23	53.5	9	20.9	4	9.3	**43**	**100.0**
Canada School of Public Service	162	32.3	124	24.7	196	39.0	20	4.0	**502**	**100.0**
Canadian Environmental Assessment Agency	18	22.0	30	36.6	20	24.4	14	17.1	**82**	**100.0**
Canadian Forces Grievance Board	2	28.6	3	42.9	2	28.6	0	0.0	**7**	**100.0**
Canadian Grain Commission	112	46.1	73	30.0	43	17.7	15	6.2	**243**	**100.0**
Canadian Heritage	182	16.7	281	25.7	363	33.2	266	24.4	**1 092**	**100.0**
Canadian Human Rights Commission	12	16.0	20	26.7	29	38.7	14	18.7	**75**	**100.0**
Canadian Intergovernmental Conference Secretariat	3	15.0	4	20.0	12	60.0	1	5.0	**20**	**100.0**
Canadian International Development Agency	163	16.8	251	25.8	380	39.1	179	18.4	**973**	**100.0**
Canadian International Trade Tribunal	7	21.2	18	54.5	5	15.2	3	9.1	**33**	**100.0**
Canadian Radio-television and Telecommunications Commission	40	23.0	73	42.0	34	19.5	27	15.5	**174**	**100.0**
Canadian Space Agency	58	25.6	69	30.4	53	23.3	47	20.7	**227**	**100.0**
Canadian Transportation Agency	34	33.0	32	31.1	29	28.2	8	7.8	**103**	**100.0**
Citizenship and Immigration Canada	416	18.4	596	26.3	877	38.8	373	16.5	**2 262**	**100.0**
Commission for Public Complaints Against the Royal Canadian Mounted Police	12	41.4	5	17.2	8	27.6	4	13.8	**29**	**100.0**
Copyright Board Canada	3	60.0	1	20.0	0	0.0	1	20.0	**5**	**100.0**

Table 44: Staffing activities by type and organization *(cont'd)*

April 1, 2009 to March 31, 2010

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Correctional Investigator Canada (The)	3	15.0	11	55.0	6	30.0	0	0.0	**20**	**100.0**
Correctional Service Canada	1 968	28.0	1 712	24.3	2 143	30.5	1 210	17.2	**7 033**	**100.0**
Courts Administration Service	106	37.9	68	24.3	71	25.4	35	12.5	**280**	**100.0**
Economic Development Agency of Canada for the Regions of Quebec	43	22.2	66	34.0	61	31.4	24	12.4	**194**	**100.0**
Environment Canada	723	23.1	919	29.4	929	29.7	553	17.7	**3 124**	**100.0**
Farm Products Council of Canada	1	16.7	4	66.7	0	0.0	1	16.7	**6**	**100.0**
Finance Canada (Department of)*	95	15.4	240	39.0	212	34.5	68	11.1	**615**	**100.0**
Financial Consumer Agency of Canada	15	44.1	6	17.6	12	35.3	1	2.9	**34**	**100.0**
Fisheries and Oceans Canada	1 398	27.6	1 374	27.1	1 325	26.2	964	19.0	**5 061**	**100.0**
Foreign Affairs and International Trade Canada	601	15.1	1 471	37.0	1 150	28.9	753	18.9	**3 975**	**100.0**
Hazardous Materials Information Review Commission Canada	4	22.2	7	38.9	5	27.8	2	11.1	**18**	**100.0**
Health Canada	1 111	24.3	1 161	25.4	1 570	34.4	722	15.8	**4 564**	**100.0**
Human Resources and Skills Development Canada	3 523	26.7	3 202	24.2	3 837	29.0	2 656	20.1	**13 218**	**100.0**
Human Rights Tribunal of Canada	3	37.5	4	50.0	0	0.0	1	12.5	**8**	**100.0**
Immigration and Refugee Board of Canada	41	14.6	44	15.7	115	40.9	81	28.8	**281**	**100.0**
Indian and Northern Affairs Canada	631	23.5	698	26.0	853	31.8	502	18.7	**2 684**	**100.0**
Indian Residential Schools Truth and Reconciliation Commission Secretariat	8	88.9	1	11.1	0	0.0	0	0.0	**9**	**100.0**
Industry Canada	608	25.0	778	32.0	706	29.0	340	14.0	**2 432**	**100.0**
Infrastructure Canada	34	12.9	104	39.5	107	40.7	18	6.8	**263**	**100.0**

Table 44: Staffing activities by type and organization *(cont'd)*

April 1, 2009 to March 31, 2010

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
International Joint Commission	1	16.7	3	50.0	1	16.7	1	16.7	**6**	**100.0**
Justice Canada (Department of)	480	22.0	569	26.0	848	38.8	289	13.2	**2 186**	**100.0**
Library and Archives Canada	81	18.1	129	28.9	109	24.4	128	28.6	**447**	**100.0**
Military Police Complaints Commission of Canada	3	60.0	1	20.0	1	20.0	0	0.0	**5**	**100.0**
NAFTA Secretariat - Canadian Section	0	0.0	0	0.0	1	100.0	0	0.0	**1**	**100.0**
National Defence (Public Service Employees)	2 925	31.9	2 690	29.4	2 581	28.2	959	10.5	**9 155**	**100.0**
National Energy Board	54	26.6	72	35.5	52	25.6	25	12.3	**203**	**100.0**
National Parole Board	34	13.7	82	33.1	100	40.3	32	12.9	**248**	**100.0**
Natural Resources Canada	444	26.9	566	34.3	416	25.2	226	13.7	**1 652**	**100.0**
Office of the Chief Electoral Officer	112	38.5	61	21.0	91	31.3	27	9.3	**291**	**100.0**
Office of the Commissioner for Federal Judicial Affairs	2	5.3	22	57.9	11	28.9	3	7.9	**38**	**100.0**
Office of the Commissioner of Official Languages	10	11.0	26	28.6	36	39.6	19	20.9	**91**	**100.0**
Office of the Governor General's Secretary	18	28.1	20	31.3	15	23.4	11	17.2	**64**	**100.0**
Office of the Registrar of Lobbyists	1	25.0	2	50.0	0	0.0	1	25.0	**4**	**100.0**
Office of the Superintendent of Financial Institutions Canada	84	45.4	49	26.5	44	23.8	8	4.3	**185**	**100.0**
Offices of the Information and Privacy Commissioners of Canada	30	19.7	50	32.9	48	31.6	24	15.8	**152**	**100.0**

Table 44: Staffing activities by type and organization *(cont'd)*

April 1, 2009 to March 31, 2010

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Patented Medicine Prices Review Board Canada	10	35.7	9	32.1	5	17.9	4	14.3	**28**	**100.0**
Privy Council Office	94	20.5	141	30.8	164	35.8	59	12.9	**458**	**100.0**
Public Health Agency of Canada	378	29.1	332	25.5	358	27.5	232	17.8	**1 300**	**100.0**
Public Prosecution Service of Canada	75	19.8	143	37.8	131	34.7	29	7.7	**378**	**100.0**
Public Safety Canada	124	19.2	184	28.5	249	38.5	89	13.8	**646**	**100.0**
Public Sector Integrity Canada	0	0.0	3	37.5	5	62.5	0	0.0	**8**	**100.0**
Public Servants Disclosure Protection Tribunal Canada	0	0.0	1	25.0	3	75.0	0	0.0	**4**	**100.0**
Public Service Commission of Canada	91	18.5	138	28.0	208	42.3	55	11.2	**492**	**100.0**
Public Service Labour Relations Board	11	25.6	14	32.6	10	23.3	8	18.6	**43**	**100.0**
Public Works and Government Services Canada	1 237	19.6	1 994	31.6	1 883	29.9	1 190	18.9	**6 304**	**100.0**
RCMP External Review Committee	1	25.0	1	25.0	2	50.0	0	0.0	**4**	**100.0**
Registrar of the Supreme Court of Canada	37	45.7	17	21.0	17	21.0	10	12.3	**81**	**100.0**
Registry of the Competition Tribunal	1	50.0	0	0.0	1	50.0	0	0.0	**2**	**100.0**
Registry of the Specific Claims Tribunal	2	40.0	1	20.0	2	40.0	0	0.0	**5**	**100.0**
Royal Canadian Mounted Police (Public Service Employees)	657	23.4	811	28.8	1 015	36.1	329	11.7	**2 812**	**100.0**
Statistics Canada	266	15.2	732	41.7	570	32.5	186	10.6	**1 754**	**100.0**
Status of Women Canada	9	26.5	9	26.5	9	26.5	7	20.6	**34**	**100.0**
Transport Canada	459	25.4	510	28.2	495	27.3	346	19.1	**1 810**	**100.0**
Transportation Appeal Tribunal of Canada	0	0.0	2	40.0	0	0.0	3	60.0	**5**	**100.0**

Table 44: Staffing activities by type and organization *(cont'd)*

April 1, 2009 to March 31, 2010

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Transportation Safety Board of Canada	11	19.3	18	31.6	17	29.8	11	19.3	**57**	**100.0**
Treasury Board of Canada Secretariat*	199	16.4	494	40.6	389	32.0	135	11.1	**1 217**	**100.0**
Veterans Affairs Canada	310	23.8	307	23.6	535	41.1	151	11.6	**1 303**	**100.0**
Western Economic Diversification Canada	67	29.3	60	26.2	55	24.0	47	20.5	**229**	**100.0**
Total	**21 906**	**24.3**	**25 565**	**28.4**	**27 567**	**30.6**	**15 089**	**16.7**	**90 127**	**100.0**

(a) Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

(b) Excludes acting appointments of less than four months.

Note: The difference between the number of organizations in this table (78) and the number of organizations who have signed an Appointment Delegation and Accountability Instrument (84) is related to organizations that do not show as separate entities in the Public Works and Government Services Canada (PWGSC) pay system, which means for these organizations the Public Service Commission cannot show population and/or hiring and staffing activities.

*All employees of the Canada Public Service Agency and approximately 300 employees from Finance Canada have been re-assigned under the Treasury Board of Canada Secretariat in the PWGSC pay system.

Table 45: *Public Service Employment Act* population changes by organization

March 2009 to March 2010

Organization	Indeterminate, specified term, casual and student population			
	March 2009	March 2010	Difference	% change over last year
	No.	No.		
Agriculture and Agri-Food Canada	6 795	6 935	140	**2.1**
Assisted Human Reproduction Canada	5	13	8	**160.0**
Atlantic Canada Opportunities Agency	760	764	4	**0.5**
Canada Border Services Agency	14 660	14 396	- 264	**-1.8**
Canada Industrial Relations Board	90	94	4	**4.4**
Canada Public Service Agency*	571	0	- 571	
Canada School of Public Service	957	1 015	58	**6.1**
Canadian Artists and Producers Professional Relations Tribunal	7	7	0	**0.0**
Canadian Environmental Assessment Agency	134	132	- 2	**-1.5**
Canadian Forces Grievance Board	39	35	- 4	**-10.3**
Canadian Grain Commission	651	689	38	**5.8**
Canadian Heritage	2 398	2 334	- 64	**-2.7**
Canadian Human Rights Commission	182	197	15	**8.2**
Canadian Intergovernmental Conference Secretariat	20	24	4	**20.0**
Canadian International Development Agency	1 929	1 951	22	**1.1**
Canadian International Trade Tribunal	79	76	- 3	**-3.8**
Canadian Radio-television and Telecommunications Commission	434	423	- 11	**-2.5**
Canadian Space Agency	663	709	46	**6.9**
Canadian Transportation Agency	230	250	20	**8.7**
Citizenship and Immigration Canada	4 164	4 731	567	**13.6**
Commission for Public Complaints Against the Royal Canadian Mounted Police	53	60	7	**13.2**
Copyright Board Canada	11	13	2	**18.2**
Correctional Investigator Canada (The)	26	28	2	**7.7**
Correctional Service Canada	16 871	17 709	838	**5.0**
Courts Administration Service	617	629	12	**1.9**

Table 45: *Public Service Employment Act* population changes by organization *(cont'd)*

March 2009 to March 2010

Organization	Indeterminate, specified term, casual and student population			
	March 2009	March 2010	Difference	% change over last year
	No.	No.		
Economic Development Agency of Canada for the Regions of Quebec	414	452	38	**9.2**
Environment Canada	6 995	7 576	581	**8.3**
Farm Products Council of Canada	16	15	- 1	**-6.3**
Finance Canada (Department of)*	1 099	800	- 299	**-27.2**
Financial Consumer Agency of Canada	50	54	4	**8.0**
Fisheries and Oceans Canada	10 876	11 156	280	**2.6**
Foreign Affairs and International Trade Canada	7 549	7 692	143	**1.9**
Hazardous Materials Information Review Commission Canada	34	37	3	**8.8**
Health Canada	10 392	10 564	172	**1.7**
Human Resources and Skills Development Canada	24 206	26 002	1 796	**7.4**
Human Rights Tribunal of Canada	18	18	0	**0.0**
Immigration and Refugee Board of Canada	891	846	- 45	**-5.1**
Indian and Northern Affairs Canada	5 086	5 442	356	**7.0**
Indian Residential Schools Truth and Reconciliation Commission Secretariat	0	17	17	–
Industry Canada	5 544	5 763	219	**4.0**
Infrastructure Canada	227	331	104	**45.8**
International Joint Commission	30	27	- 3	**-10.0**
Justice Canada (Department of)	4 635	4 989	354	**7.6**
Library and Archives Canada	1 199	1 147	- 52	**-4.3**
Military Police Complaints Commission of Canada	15	14	- 1	**-6.7**
NAFTA Secretariat – Canadian Section	12	7	- 5	**-41.7**
National Defence (Public Service Employees)	27 130	27 282	152	**0.6**
National Energy Board	340	350	10	**2.9**
National Parole Board	362	367	5	**1.4**
Natural Resources Canada	4 765	4 949	184	**3.9**
Office of the Chief Electoral Officer	490	546	56	**11.4**

Table 45: *Public Service Employment Act* population changes by organization *(cont'd)*

March 2009 to March 2010

Organization	Indeterminate, specified term, casual and student population			
	March 2009	March 2010	Difference	% change over last year
	No.	No.		
Office of the Commissioner for Federal Judicial Affairs	67	71	4	**6.0**
Office of the Commissioner of Official Languages	156	173	17	**10.9**
Office of the Governor General's Secretary	159	159	0	**0.0**
Office of the Registrar of Lobbyists	25	25	0	**0.0**
Office of the Superintendent of Financial Institutions Canada	493	541	48	**9.7**
Offices of the Information and Privacy Commissioners of Canada	200	248	48	**24.0**
Patented Medicine Prices Review Board Canada	51	59	8	**15.7**
Privy Council Office	843	875	32	**3.8**
Public Health Agency of Canada	2 527	2 798	271	**10.7**
Public Prosecution Service of Canada	783	854	71	**9.1**
Public Safety Canada	1 037	1 115	78	**7.5**
Public Sector Integrity Canada	18	22	4	**22.2**
Public Servants Disclosure Protection Tribunal Canada	2	6	4	**200.0**
Public Service Commission of Canada	1 022	1 044	22	**2.2**
Public Service Labour Relations Board	75	81	6	**8.0**
Public Works and Government Services Canada	13 203	13 736	533	**4.0**
RCMP External Review Committee	5	6	1	**20.0**
Registrar of the Supreme Court of Canada	206	218	12	**5.8**
Registry of the Competition Tribunal	12	12	0	**0.0**
Registry of the Specific Claims Tribunal	0	6	6	–
Royal Canadian Mounted Police (Public Service Employees)	6 091	6 249	158	**2.6**
Statistics Canada	5 781	5 557	- 224	**-3.9**
Status of Women Canada	86	92	6	**7.0**
Transport Canada	5 393	5 523	130	**2.4**

Table 45: *Public Service Employment Act* population changes by organization *(cont'd)*

March 2009 to March 2010

Organization	Indeterminate, specified term, casual and student population			
	March 2009	March 2010	Difference	% change over last year
	No.	No.		
Transportation Appeal Tribunal of Canada	7	7	0	**0.0**
Transportation Safety Board of Canada	220	213	- 7	**-3.2**
Treasury Board of Canada Secretariat*	1 220	2 093	873	**71.6**
Veterans Affairs Canada	4 112	4 096	- 16	**-0.4**
Western Economic Diversification Canada	432	509	77	**17.8**
Total	**208 947**	**216 045**	**7 098**	**3.4**

Note: The difference between the number of organizations in this table (79) and the number of organizations who have signed an Appointment Delegation and Accountability Instrument (84) is related to organizations that do not show as separate entities in the Public Works and Government Services Canada (PWGSC) pay system, which means for these organizations the Public Service Commission cannot show population and/or hiring and staffing activities.

The population counts are taken from the incumbent file. The incumbent file comes from the Office of the Chief Human Resources Officer (OCHRO) in the Treasury Board of Canada Secretariat (TBS) which is an extract from the PWGSC pay system and may vary from counts maintained in organizational human resource systems.

* All employees of the Canada Public Service Agency and approximately 300 employees from Finance Canada have been re-assigned under TBS in the PWGSC pay system.

Table 46: Priority administration (public service total)

Number of priority entitlements registered and number of placements and other removals, by priority type

April 1, 2009 to March 31, 2010

Priority type	Carry-over (a)	New cases	Total (carry-over + new cases)	Appointed	Resigned and/or retired	Expired	Other removal (b)	Total outflows	Active at end of period
Leave of absence (sec. 41)	339	308	647	139	28	53	30	250	397
Layoff (sec. 41)	13	13	26	1	0	13	0	14	12
Total – Statutory priorities	**352**	**321**	**673**	**140**	**28**	**66**	**30**	**264**	**409**
Surplus (sec. 5)	95	422	517	144	23	0	30	197	320
Disabled employee (sec. 7)	66	50	116	14	5	15	11	45	71
Medically released CF/RCMP (sec. 8)	242	301	543	215		65	0	280	263
Relocation of spouse (sec. 9)	380	438	818	194	12	35	172	413	405
Reinstatement to higher level (sec. 10)	77	103	180	33	1	68		102	78
Governor General's exempt staff (sec. 6)		0		0	0		0		0
Total – Regulatory priorities	**860**	**1 314**	**2 174**	**600**	**41**	**183**	**213**	**1 037**	**1 137**
Grand total	**1 212**	**1 635**	**2 847**	**740**	**69**	**249**	**243**	**1 301**	**1 546**

(a) The number of carry-over from March 31, 2009 differs from the number of active cases at March 31, 2009 published in last year's Annual Report due to priority registrations received late in March 2009 and activated after the start of the new fiscal year. The validation of data to the Priority Information Management System may also be a factor.

(b) Priority type changes are included in "Other Removal."

Notes: See "Priority data" under the heading "Definitions and Notes."

Table 47: Number and distribution of applicants to the Post-secondary Recruitment campaign (fall 2009) by home province or territory

April 1, 2009 to March 31, 2010

Geographic area of residence	Number	Percent (%)
British Columbia	3 139	8.1
Alberta	1 550	4.0
Saskatchewan	422	1.1
Manitoba	821	2.1
Ontario	19 664	50.4
Quebec	10 988	28.2
New Brunswick	691	1.8
Nova Scotia	843	2.2
Prince Edward Island	247	0.6
Newfoundland and Labrador	395	1.0
Yukon	13	0.0
Northwest Territories	16	0.0
Nunavut	4	0.0
Outside Canada	188	0.5
Total	**38 981**	**100.0**

Source: Public Service Resourcing System as of March 31, 2010

Table 48: Geographic and educational profile of Federal Student Work Experience Program applicants

April 1, 2009 to March 31, 2010

Geographic area	2009-2010			
	Applicants	Highest level of education		
		Secondary	College	University
British Columbia	4 260	277	583	3 400
Alberta	2 698	252	621	1 825
Saskatchewan	1 094	77	90	927
Manitoba	2 272	186	202	1 884
Ontario (except NCR)	15 200	1 024	2 109	12 067
National Capital Region (NCR)	18 506	1 006	3 183	14 317
Quebec (except NCR)	10 215	542	2 474	7 199
New Brunswick	2 201	248	178	1 775
Nova Scotia	2 038	217	238	1 583
Prince Edward Island	1 032	149	94	789
Newfoundland and Labrador	783	58	72	653
Yukon	37	4	7	26
Northwest Territories	90	13	27	50
Nunavut	9	4	1	4
Outside Canada	52	2	2	48
Total	**60 487**	**4 059**	**9 881**	**46 547**

Source: Public Service Resourcing System as of March 31, 2010

Table 49: Percent distribution of applicants to external advertisements and Canadian population

April 1, 2009 to March 31, 2010

Geographic area of residence	2009-2010	
	Applicant geographic area residence (%)	Population of Canada (%)
British Columbia	9.3	13.0
Alberta	6.6	10.4
Saskatchewan	1.9	3.1
Manitoba	3.4	3.6
Ontario	45.0	38.5
Quebec	24.5	23.9
New Brunswick	3.0	2.3
Nova Scotia	3.5	2.9
Prince Edward Island	0.8	0.4
Newfoundland and Labrador	1.5	1.6
Yukon	0.1	0.1
Northwest Territories	0.2	0.1
Nunavut	0.1	0.1
Total	**100.0**	**100.0**

Source: Public Service Resourcing System as of March 31, 2010, and Statistics Canada 2006 Census

Table 50: Applications and appointments for nationally advertised jobs by geographic area – Officer-level

2009-2010	Advertisements[1]	Applications[2]		Appointments to the public service[3]	
Geographic area	No.	No.	% from other geographic areas	No.	% from other geographic areas
British Columbia	517	63 656	64.3	570	8.5
Alberta	441	40 438	76.7	329	21.8
Saskatchewan	297	19 141	85.5	111	20.7
Manitoba	332	17 917	73.0	230	9.1
Ontario (except NCR)	731	116 003	38.1	856	9.1
National Capital Region (NCR)	1 019	264 108	42.0	4 296	25.8
Quebec (except NCR)	636	70 945	37.0	706	4.2
New Brunswick	232	21 198	70.4	203	9.3
Nova Scotia	254	22 292	74.0	252	21.4
Prince Edward Island	32	2 490	75.7	28	25.0
Newfoundland and Labrador	161	15 685	66.9	67	19.4
Yukon	27	2 919	95.6	17	52.9
Northwest Territories	107	7 279	94.6	55	41.8
Nunavut	55	3 815	95.1	18	33.3
Outside Canada	2	91	98.9	2	100.0
Total	**4 843**	**667 977**	**50.8**	**7 740**	**19.5**

Source: Public Service Commission (PSC) hiring and staffing activities files and the Public Service Resourcing System (PSRS)

[1] Advertisements with more than one work location are counted as multiple advertisements (one for each work location) which may impact geographic distribution. Excludes advertisements containing more than one group/level.

[2] An application is counted multiple times when it is received for an advertisement containing multiple work locations.

[3] This information is derived by matching the home address of the applicants (from the PSRS) to the job geographic area of those applicants who were appointed to the public service in 2009-2010 (from the PSC hiring and staffing activities files). Due to timing and data quality issues, the PSC was only able to match approximately 70% of the appointments with the PSRS. Excludes specified terms of less than six months, the Executive Group and separate agencies.

Table 51: Applications and appointments for nationally advertised jobs by geographic area – Non-officer-level

2009-2010	Advertisements[1]	Applications[2]		Appointments to the public service[3]	
Geographic area	No.	No.	% from other geographic areas	No.	% from other geographic areas
British Columbia	154	28 774	32.2	618	2.3
Alberta	97	15 915	65.6	390	12.3
Saskatchewan	52	6 292	69.4	128	3.9
Manitoba	47	8 205	42.4	174	2.3
Ontario (except NCR)	135	37 365	18.3	763	2.6
National Capital Region (NCR)	145	100 194	34.3	1 358	14.3
Quebec (except NCR)	138	31 218	14.1	620	1.3
New Brunswick	40	6 022	47.1	159	3.1
Nova Scotia	44	6 249	53.9	195	12.8
Prince Edward Island	10	1 672	44.7	14	7.1
Newfoundland and Labrador	26	4 850	23.9	30	3.3
Yukon	3	125	72.8	6	16.7
Northwest Territories	18	856	86.0	15	0.0
Nunavut	4	183	85.2	4	0.0
Outside Canada	0	0	0.0	1	100.0
Total	**913**	**247 920**	**33.2**	**4 475**	**7.3**

Source: Public Service Commission (PSC) hiring and staffing activities files and the Public Service Resourcing System (PSRS)

[1] Advertisements with more than one work location are counted as multiple advertisements (one for each work location) which may impact geographic distribution. Excludes advertisements containing more than one group/level.

[2] An application is counted multiple times when it is received for an advertisement containing multiple work locations.

[3] This information is derived by matching the home address of the applicants (from the PSRS) to the job geographic area of those applicants who were appointed to the public service in 2009-2010 (from the PSC hiring and staffing activities files). Due to timing and data quality issues, the PSC was only able to match approximately 70% of the appointments with the PSRS. Excludes specified terms of less than six months, the Executive Group and separate agencies.

Appendix 3

Specific restrictions and conditions applied to organizations following results of Public Service Commission oversight activities (in effect as of March 31, 2010)*

Canadian Space Agency
The PSC retains all authorities for EX resourcing processes; the PSC carries out all transactions (effective December 31, 2005).
Appointment and appointment-related authorities cannot be sub-delegated to employees whose level is lower than that indicated (EX group only), with the exception of the authority to administer oaths and solemn affirmations, which may be sub-delegated to any level (effective December 31, 2005).
Health Canada
The organization will submit semi-annual reports to the PSC (one through the Departmental Staffing Accountability Report) on the implementation of the PSC audit report recommendations and on its staffing activities (effective August 21, 2009).
The organization will submit an action plan that outlines how it intends to respond to the PSC audit recommendations (effective August 21, 2009).
Infrastructure Canada
The organization will submit semi-annual reports to the PSC (one through the Departmental Staffing Accountability Report) on the implementation of the PSC audit report recommendations and on its staffing activities (effective June 22, 2009).
The organization will submit all documentation and minutes of its HR Committee related to staffing (effective June 22, 2009).
Royal Canadian Mounted Police
A special advisor is assigned from the PSC to work with the organization to provide advice and support to the Commissioner regarding the implementation of the recommendations of the PSC audit report (effective April 1, 2008).
On a transactional basis, a sub-delegated human resources (HR) person can authorize an appointment only when he/she is at a level equal or superior to that of the hiring manager (effective July 1, 2009).
On a transactional basis, any sub-delegated HR person can authorize an acting appointment of less than four months (except EX group) for encumbered positions only (effective February 2, 2009).
The organization will submit semi-annual reports to the PSC (one through the Departmental Staffing Accountability Report) on the implementation of the PSC audit report recommendations and on its staffing activities (effective April 1, 2008).

*Conditions for appointments, advertised or non-advertised, from inside or outside the public service.

Appendix 4

Audit and Studies Plan – 2011 and 2012

The Public Service Commission (PSC), on behalf of Parliament, oversees the integrity of the staffing system and the political impartiality of the public service. As part of fulfilling its accountability to Parliament, the PSC conducts independent audits and studies to examine the staffing activities of departments and agencies and to analyze government-wide issues.

This Audit and Studies Plan is designed to support the PSC's goal to audit departments and agencies on a cyclical basis of about five to seven years. More specifically, this plan identifies the engagements planned for 2011 and 2012. This plan is subject to modification as the PSC updates its risk assessments and monitoring activities.

Summary of audits and studies underway or planned for release in 2011 and 2012

Underway or planned 2011	
Title	Description
Environment Canada	Entity audit
Financial Consumer Agency of Canada	Entity audit
Foreign Affairs and International Trade Canada	Entity audit
Human Rights Tribunal of Canada	Entity audit
National Energy Board	Entity audit
Natural Resources Canada	Entity audit
Office of the Superintendent of Financial Institutions Canada	Entity audit
Transportation Appeal Tribunal of Canada	Entity audit
Transport Canada	Entity audit
Follow-up Audit of Executive Appointments	Government-wide audit
Approaches to Measuring Time to Staff	Study
Quality of Departmental Staffing Data	Study
Updates on Previously Published Statistical Studies	Study

Planned 2012	
Title	Description
Canada Border Services Agency	Entity follow-up audit
Health Canada	Entity follow-up audit
Infrastructure Canada	Entity follow-up audit
Royal Canadian Mounted Police	Entity follow-up audit
Assisted Human Reproduction Canada	Entity audit
Canadian Radio-television and Telecommunications Commission	Entity audit
Correctional Service Canada	Entity audit
Department of Justice Canada	Entity audit
Economic Development Agency of Canada for the Regions of Quebec	Entity audit
Industry Canada	Entity audit
International Joint Commission	Entity audit
Office of the Commissioner of Official Languages	Entity audit
Office of the Secretary to the Governor General	Entity audit
Passport Canada	Entity audit
Public Prosecution Service of Canada	Entity audit
Public Works and Government Services Canada	Entity audit
Transportation Safety Board of Canada	Entity audit
Mid-level External Recruitment	Study
Study on Assessment Tools	Study
Use of Merit Criteria	Study

Appendix 5

Review of Public Service Commission Oversight – Action Plan

This chart summarizes the progress made in 2009-2010 on implementing the recommendations of the Independent Review Committee that was established in the fall of 2008 to assess the appropriateness of the approach and level of effort of the Public Service Commission (PSC)'s oversight activities.

Stakeholder communications

Committee recommendations	Progress to date
1. To streamline its reporting to Parliament, the PSC should consider providing Parliament with a consolidated report summarizing the results of departmental audit activities while continuing to provide departments with the results of their individual audits. To ensure transparency of reporting, departmental audit reports need to continue to be easily accessible to the public by being placed on the PSC Web site.	For 2010-2011, the PSC will table its audit reports in a consolidated report format. All audit reports, once approved, will be posted on the PSC Web site and, as such, will be accessible to the public.
2. To improve collaboration between the PSC and departments and central agencies, which is essential to effective oversight, the PSC needs to create a regular forum for dialogue on staffing and oversight with the deputy heads of departments and central agencies.	The PSC met regularly with officials from the Office of the Chief Human Resources Officer (OCHRO) to share and work collaboratively to better support deputy heads and their organizations. As well, the PSC Appointment Policy review team has been consulting with OCHRO over the past eight months. The PSC provided the report of the Independent Review Committee to the Clerk's Deputy Minister Committee on Public Service Renewal and has presented updates to the Committee on its contributions to recruitment and on its work on non-partisanship and political activities. The PSC has developed a Communications and Outreach Strategy which includes sharing its annual audit plan with the Office of the Comptroller General (OCG) and organizations and posting it online each year.
3. To improve communication between the PSC and public service bargaining agents, the PSC needs to regularize its meetings with leaders of bargaining agents.	The PSC developed an approach for revitalizing the Public Service Commission Advisory Council (PSCAC) in early 2009-2010. In February 2010, following the nomination of a bargaining agent co-chair, the PSC met with representatives of the National Joint Council to discuss the proposed path forward for revitalizing PSCAC, including how to engage PSCAC members in the assessment of the PSEA currently being undertaken by the PSC. It was also agreed that a full meeting of PSCAC would be held in April 2010.

4. To address changes in leadership and renewal of the public service, the PSC needs to continue to communicate its oversight framework and ensure ongoing orientation and training for deputy heads, line managers and HR specialists. Bargaining agents should be invited to participate in orientation and training sessions, where appropriate.	The PSC has organized a working group of PSC representatives to design and develop the information session for delivery in 2010-2011. A new Executive Resourcing information session has been developed and will be delivered in early 2010-2011. It focuses on providing orientation and training to senior managers and human resources advisors regarding expectations in executive appointment processes.

Collaboration with the Office of the Comptroller General and the Office of the Auditor General

Committee recommendations	Progress to date
5. To minimize overlap and duplication of oversight activities within organizations related to PSC staffing audits and internal audits, the PSC and the Office of the Comptroller General (OCG) need to develop a memorandum of understanding to address how they can better streamline their activities in the areas of: • Planned staffing audits, while still respecting their individual responsibilities; • Capacity building of audit committees — training and education on the requirements of the PSEA and PSC oversight responsibilities; and • Capacity building of the internal audit community — development of a methodology for the conduct of staffing audits and training and education on the application of the methodology.	The PSC Communications and Outreach Strategy includes key activities to share the PSC's methodology with the internal audit community and audit committees. In November 2009, the PSC met with the OCG to discuss mandates and work, as well as outreach with the internal audit community. At the OCG's invitation, the PSC participated in and made a presentation on its activities at the meeting of the Departmental Audit and Agency Committees in December 2009. The PSC has committed to share its audit methodology online with the internal audit community through the Government of Canada's internal website GCPEDIA. The content has been developed in draft format and meetings with Communications have taken place. It is expected that the material will be shared with the internal audit community in June 2010.
6. To minimize overlap and duplication of oversight activities within organizations related to PSC staffing and Office of the Auditor General (OAG) human resources (HR) audits, the PSC should work with the OAG to foster a collaborative working relationship and a formal means of exchanging plans.	The PSC continues to share its audit plans with the Office of the Auditor General (OAG) and meets with the OAG on a bi-annual basis to address issues related to potential duplication of work. The PSC continues to meet with departments, including departmental audit committees, on an ad hoc basis, to outline work and expectations.

Policy and Staffing Management Accountability Framework Review

Committee recommendations	Progress to date
7. To clarify its expectations of departments and agencies, the PSC needs to: • Complete its planned policy review of appointment and appointment-related authorities; • Continue to refine its Staffing Management and Accountability Framework (SMAF); and • Ensure appropriate stakeholder consultation and communication while making these changes to its policies and SMAF.	The PSC held numerous consultative meetings with internal and external stakeholders. As a result, guides for each policy have been streamlined and reduced from 52 documents to eight, or one guide per policy, thereby decreasing the "web of rules". An Implementation Plan and a Communications and Outreach Plan are being prepared. Five new or revised policy support tools were released in August 2009 as part of the Policy Review initiative. Following consultations, the *Advertising Policy* and the *Selection and Appointment Policy* were updated. An in-depth review of all appointment policies is underway based on feedback from stakeholders and findings from the review of existing documents and Public Service Staffing Tribunal decisions. The PSC is maintaining ongoing stakeholder consultation as it continues to refine its SMAF. Refinements were implemented during the 2009-2010 reporting cycle to clarify the PSC's expectations. As a result, indicators are clearer and more aligned with central sources of information. Overlap was removed and the number of indicators reduced from 37 to 29. Organizations have indicated that the changes demonstrate that their views have been heard and have confirmed that the reporting burden has been reduced. Consultations are underway to make additional refinements to the indicators during 2010-2011. Following the consultations, the PSC implemented a new approach for micro organizations of less than 100 employees to minimize the reporting burden. The PSC applied a tailored template and assessment tool to these organizations. To support its ongoing communications with stakeholders, the PSC has updated the PSC Corporate Information Kit and will be launching an Internet site for its assessment of the *Public Service Employment Act*. In addition, the PSC has developed an internal Corporate Outreach / Consultation Calendar tool to support internal coordination of speaking engagements and outreach activities.

8. To clarify its expectations of organizations for the use of non-advertised appointment processes, the PSC needs to clarify and communicate its policy expectations regarding the choice of appointment process, with appropriate stakeholder consultation.	The PSC continues to clarify its position on the use of non-advertised appointment processes, to emphasize that advertised processes, in most situations, better reflect the core and guiding values of the PSEA. To better understand organizations' reasons for using non-advertised processes and the frequency of their use, the PSC amended its Priority Information Management System (PIMS) in November 2009 to enable organizations to provide these details. The PIMS allows organizations to select from a list of appropriate reasons for non-advertised processes or specify alternative reasons. The PSC is receiving ongoing feedback from organizations as they work with the amended system. Additionally, the PSC has consulted on its position on the use of non-advertised appointment processes, and clarification on the position and the appropriate use of non-advertised processes will be communicated to organizations. Refinements are expected to continue during 2010-2011.

Monitoring and the Departmental Staffing Accountability Report Process

Committee recommendations	Progress to date
9. To improve the ongoing effectiveness of its monitoring process, the PSC needs to: • Ensure appropriate stakeholder consultation and communication of the Departmental Staffing Accountability Report (DSAR) assessment process; and • Refine the DSAR assessment process.	The PSC identified lessons learned from the DSAR process for 2008-2009, and held ongoing consultations with stakeholders to continue refining the SMAF. It has received input from all sizes of organizations through PSC organized round table discussions with a cross-section of organizations, and consultation with the human resources community. The 2009-2010 DSAR assessment process included a streamlined SMAF and DSAR reporting templates, and refined assessment guidelines and analysts' tools. A new approach and template were implemented for micro organizations to reduce the reporting burden.
10. To improve the overall effectiveness of its data monitoring activities, the PSC needs to: • Implement a formal data strategy and upgrade its information technology (IT) infrastructure; and • Continue working with departments and central agencies to contribute to a streamlined government-wide approach to data collection and IT system support.	The PSC has developed a vision and a common set of priorities to implement a business intelligence and data management environment, which will facilitate the sharing of more timely staffing information to the PSC and organizations. The PSC has also met regularly with OCHRO to provide input to the People Management Scorecard prepared by the Treasury Board Secretariat, which identifies key performance indicators/lines of evidence and their supporting measures/sources.

11. To contribute to the overall effectiveness of its monitoring of the choice of appointment process, the PSC needs to review its approach to collecting non-advertised data to determine whether changes can be made to improve its completeness and accuracy.	The PSC amended its PIMS to serve as a means of collecting additional data from organizations on their use of non-advertised processes. The system amendments were implemented in November 2009 and will be updated in 2010-2011 following ongoing consultation with internal and external stakeholders.
12. To ensure the long-term sustainability of its monitoring activities, the PSC needs to continue with its plans to: • Increase its level of resources for its monitoring activities; and • Invest in succession planning and capacity building in this area.	The PSC re-aligned its data analysis and survey operations into one single entity in 2009-2010 in order to better leverage technology, practices and people. The PSC also restructured its monitoring activities entity to address long-term sustainability.

Audit

Committee recommendations	Progress to date
13. To ensure an efficient audit process and the long-term sustainability of its audit operations, the PSC needs to continue with its plans to: • Invest in the team building and leadership of its auditors; and • Establish and implement a learning strategy to ensure the adherence to methodology and the efficiency of audits (e.g. training and coaching).	The PSC has completed a significant amount of work in this area. A learning and development strategy has been implemented and courses and workshops are being delivered to strengthen audit skills. As well, implementation of a Professional Development Program in 2009 strengthens succession planning and ensures that the PSC has the right skills to complete the work.
14. To ensure the efficiency of its audit process, the PSC needs to: • Tailor its audit methodology to better reflect the specific context of staffing audits with clear linkages to the SMAF and PSC appointment framework, and to better focus audit efforts on matters of risk and significance; and • Provide appropriate supporting audit tools and technology (e.g. sampling tools and electronic working papers).	In 2009-2010, the PSC fully revised and streamlined its audit methodology and has been implementing it since December 2009. Criteria for audits are based on the ADAI, the Staffing Management Accountability Framework (SMAF) and the PSC Appointment Framework. In addition, to strengthen audit methodology, tools, sampling software and templates have been developed to support the implementation of the revised methodology.

15. To ensure the ongoing reasonableness of its planned level of effort for audits, the PSC needs to: • Continue to update and revise its resourcing planning model, taking into account recent experience and best practices in the profession; • Implement its recently revised target budget hours; and • Implement more rigorous project management techniques to ensure early detection of potential cost overruns and timely corrective action.	To strengthen these areas, project management skills are being developed through courses and workshops. A resource planning model has been completed and tools are being developed to support audit teams in meeting target audit hours for both entity and government-wide audits and to recognize differences between small and large organizations.
16. To ensure the ongoing reasonableness of its planned level of effort for audits, the PSC needs to: • Formally obtain feedback from organizations through a structured survey process; and • Undergo a periodic external quality assurance review every one to two years.	The PSC has developed a structured questionnaire and is preparing to pilot the questionnaire in several departments in 2010-2011. The PSC is developing methodology and tools to support the quality management and improvement program and contribute to a successful external quality review in 2011.

Performance monitoring and reporting

Committee recommendations	Progress to date
17. To ensure that its level of effort directed to oversight remains appropriate, the PSC's annual reviews of strategic plans and performance need to continue to include a robust examination of the results of its monitoring and audit activities.	As part of its strategic planning and performance review process, the PSC will continue to review the results of its monitoring and audit activities to ensure the maintenance of a healthy balance between the two. The PSC has established a performance measurement strategy to measure progress under the Oversight Action Plan. A logic model is currently with the project office for consideration in moving to the next step, which will be developing a formal performance measurement framework to track implementation of recommendations. The PSC will make changes, as required, to related reports (e.g. Report on Plans and Priorities [RPP], Departmental Performance Report). Changes will be reflected in the 2011-2012 RPP.
18. To ensure the accountability and transparency of its oversight performance results, the PSC needs to continue to report to Parliament on its planned and actual number of audits completed in a year as well as its progress on capacity building.	The PSC will continue to report to Parliament on the planned and actual number of audits completed each year and on the progress it is making on capacity building and results achieved.

Appendix 6

Glossary

Aboriginal peoples (Autochtones) – As defined in the *Employment Equity Act*, persons who are Indians, Inuit or Métis.

Abuse of authority (Abus de pouvoir) – An intentional improper use of a power. It includes bad faith and personal favouritism.

Access (Accessibilité) – One of the guiding values of the *Public Service Employment Act*, it requires that persons from across the country have a reasonable opportunity to apply, and to do so in the official language(s) of their choice, and to be considered for public service employment.

Acting appointment (Nomination intérimaire) – The temporary appointment of an employee to another position, if the appointment on a term or indeterminate basis would have constituted a promotion.

Advertised appointment process (Processus de nomination annoncé) – An appointment process where persons in the area of selection are informed of and can apply to an appointment opportunity.

Affirmation of Aboriginal Affiliation Form (AAAF) (Formulaire d'affirmation d'affiliation autochtone – FAAA) – A form required to be completed for Aboriginal-targeted processes, internal and external, advertised and non-advertised. It is a solemn acknowledgement of the Aboriginal affiliation of the person to be appointed and is a condition of appointment.

Appointment (Nomination) – An action taken to confer a position or set of duties on a person. Appointments to and within the public service made pursuant to the *Public Service Employment Act* are based on merit and non-partisanship.

Appointment Delegation and Accountability Instrument (ADAI) (Instrument de délégation et de responsabilisation en matière de nomination – IDRN) – The formal document by which the Public Service Commission delegates its appointment and appointment-related authorities to deputy heads. It identifies authorities, any conditions related to the delegation and sub-delegation of these authorities and how deputy heads will be held accountable for the exercise of their delegated authorities.

Appointment Framework (Cadre de nomination) – Policy instruments related to appointment policy, delegation and accountability, which set out the Public Service Commission's expectations for deputy heads when designing their staffing systems to ensure that they respect legislative requirements and values guiding staffing in the public service.

Appointment Framework Knowledge Test (AFKT) (Examen de connaissances sur le Cadre de nomination – ECCN) – A test developed by the Public Service Commission (PSC) to assess human resources (HR) specialists' knowledge of the PSC Appointment Framework and the related legislation. A condition of delegation is that deputy heads must ensure that those to whom authority is sub-delegated have access to HR specialists whose knowledge of the Appointment Framework has been validated by the PSC.

Appointment policy (Lignes directrices en matière de nomination) – A policy suite consisting of 11 policies on specific subjects that correspond to key decision points in the appointment process.

Area of selection (Zone de sélection) – The area of selection refers to the geographic, occupational, organizational and/or employment equity criteria that persons must meet in order to be eligible for an appointment process. (See *National area of selection*).

Assessment accommodations (Mesures d'adaptation en matière d'évaluation) – Changes or modifications that are made to an assessment procedure, format or content that remove obstacles arising from prohibited grounds of discrimination under the *Canadian Human Rights Act*; they do not modify the nature or level of the qualification that is being assessed.

Assessment methods (Méthodes d'évaluation) – Methods such as interviews, written tests, reference checks and simulations designed to assess candidates against the qualifications for the position.

Assessment requirements (Exigences relatives à l'évaluation) – Specific requirements set out in the Public Service Commission Assessment Policy to ensure that assessment processes and methods result in the identification of the person(s) who meet(s) the qualifications and other merit criteria used in making the appointment decision and provide a sound basis for making appointments according to merit.

Asset qualifications (Qualifications constituant un atout) – Qualifications, other than official language requirements, that are not essential to perform the work, but that would benefit the organization or enhance the work to be performed currently or in the future.

Assignment (Affectation) – The temporary movement of an employee at level within an organization to perform a set of duties or functions of another existing position or to take on a special project. An assignment is an administrative measure that is not an appointment or a deployment, and it cannot constitute a promotion or extend an employment period. The employee continues to be the incumbent of their substantive position while on assignment.

Audit (Vérification) – An objective and systematic examination of activities that provides an independent assessment of the performance and management of those activities.

Barrier (Obstacle) – Physical obstacles, policies, practices or procedures that restrict or exclude persons in designated groups or those protected by the *Canadian Human Rights Act* from employment-related opportunities in the federal public service.

Casual employment (Emploi occasionnel) – A short-term employment option to hire a person. Under the *Public Service Employment Act* (PSEA), a casual worker cannot work more than 90 working days in one calendar year in a given organization, with the exception of the Office of the Chief Electoral Officer, where, in certain circumstances, the maximum period is 165 working days in one calendar year. Other provisions of the PSEA, including the merit requirement and eligibility for internal appointment processes, do not apply to casual workers.

Classification (Classification) – The occupational group, sub-group (if applicable) and level assigned to a person or a position.

Collective staffing process (Processus de dotation collective) – An approach that allows for one appointment process to fill several similar positions within or between departments and agencies.

Co-operative Education/Internship Program (CO-OP) (Programme de stages d'enseignement coopératif et d'internat – Coop) – A program designed to provide post-secondary students with relevant and practical work experience in the public service to help them fulfill the requirements of their academic program.

Corrective action (Mesures correctives) – Action taken to correct an error, omission or improper conduct that affected the selection of the person appointed or proposed for appointment; or action taken to address situations in which an employee has engaged in an inappropriate political activity.

Cost recovery (Recouvrement des coûts) – Setting user fees to cover some or all of the costs incurred in providing a product or service, rather than funding the product or service.

Departmental Staffing Accountability Report (DSAR) (Rapport ministériel sur l'obligation de rendre compte en dotation – RMORCD) – A periodic report provided by each organization subject to the *Public Service Employment Act* to the Public Service Commission (PSC) concerning the management and results of the organization's staffing; provided in response to questions from the PSC, which are based on the Staffing Management Accountability Framework and the appointment values.

Deployment (Mutation) – The movement of a person from one position to another in accordance with Part 3 of the *Public Service Employment Act*. A deployment does not constitute an appointment. It cannot be a promotion and cannot change the tenure of employment from specified term to indeterminate. A person who is deployed is no longer the incumbent of their previous position.

Designated groups (Groupes désignés) – As defined in the *Employment Equity Act*, women, Aboriginal peoples, persons with disabilities and members of visible minorities.

Employee (Fonctionnaire) – A person employed in the part of the public service to which the Public Service Commission has the exclusive authority to make appointments. Casual and part-time workers are not employees. For the purposes of political activities, it also includes persons employed in the following organizations: Canadian Institutes of Health Research,

Financial Transactions and Reports Analysis Centre of Canada, Canada Revenue Agency, Parks Canada Agency, the National Film Board of Canada and the Public Service Staffing Tribunal.

Entity audits (Vérifications d'entités) – Entity audits cover the staffing activities and issues of individual government departments and agencies. Generally, the objectives of these audits are to determine whether an organization has the appropriate framework, systems and practices in place to manage its staffing activities and to determine whether staffing activities complied with the *Public Service Employment Act*, other governing authorities and policies and the instrument of delegation signed with the Public Service Commission (PSC). The PSC may make recommendations to deputy heads and heads of agencies in its audit reports and conduct follow-up audits to ensure that the organization has taken the corrective actions prescribed to resolve the issues raised.

Essential qualifications (Qualifications essentielles) – Qualifications that are necessary for the work to be performed and that must be met in order for a person to be appointed.

E-staffing (Dotation électronique) – The use of technology to support managers conducting staffing processes, such as by electronically screening large numbers of applications.

Exclusion Approval Orders (EAO) (Décrets d'exemption) – These orders allow for the exclusion of person(s) or position(s) or class of persons or positions from the application of some or all of the provisions of the *Public Service Employment Act* (PSEA), where the Public Service Commission (PSC) decides that it is neither practicable nor in the best interests of the public service to apply the PSEA or any of its provisions. An EAO requires the approval of the Governor in Council, and is generally accompanied by Governor in Council regulations, made on the recommendation of the PSC, prescribing how the excluded position(s) or person(s) are to be dealt with.

Executive Group (Groupe de la direction) – An occupational group providing leadership to the public service. It consists of five levels (EX-1 to EX-5).

External appointment process (Processus de nomination externe) – A process for making one or more appointments in which persons may be considered, whether or not they are employed in the public service.

Fairness (Justice) – One of the guiding values of the *Public Service Employment Act*, it requires that decisions be made objectively and free from political influence and personal favouritism; policies and practices reflect the just treatment of persons; and persons have the right to be assessed in the official language(s) of their choice in an appointment process.

Federal Student Work Experience Program (FSWEP) (Programme fédéral d'expérience de travail étudiant – PFETE) – A program through which federal organizations recruit students. FSWEP provides full-time secondary or post-secondary students in an accredited institution with employment opportunities to learn about the federal government and gain valuable experience while developing and improving their employability skills.

Fiscal year (Exercice financier) – April 1 to March 31, for the federal public service.

Follow-up audits (Vérifications de suivi) – As a result of its audits, the Public Service Commission (PSC) makes recommendations to departments and agencies for improvement in their staffing systems and practices. The PSC may also remove or impose conditions on the delegation of staffing authority. It monitors the implementation of the recommendations and conducts follow-up audits. In those situations in which the PSC has imposed conditions on the delegation of staffing authority, it proceeds with follow-up audits when the results of the monitoring activities indicate that significant improvements have been made and the organization may be in a position for the PSC to remove those conditions.

Government-wide audits (Vérifications pangouvernementales) – Government-wide audits cover cross-cutting issues and staffing activities across several departments and agencies. The Public Service Commission may, when appropriate, base its conclusions on a sample of organizations. Government-wide audits provide independent assessments of the performance and management of staffing activities in organizations subject to the *Public Service Employment Act*. They provide objective information, advice and assurance to Parliament and, ultimately, to Canadians on the integrity of the appointment process in the federal public service.

Human resources planning (Planification des ressources humaines) – A process that identifies an organization's current and future human resources needs and the objectives and strategies planned to meet these needs.

Imperative appointment (Nomination impérative) – The requirement that the person appointed to a bilingual position meet the language requirements of the position at the time of appointment.

In-basket exercise (Exercice *In-basket*) – An assessment technique that simulates the important aspects of a management position. The candidate must respond to managerial issues and problems that are presented in the form of documents such as e-mails from superiors, peers and subordinates; organizational reports; letters from stakeholders as well as messages and other correspondence that have accumulated in the manager's "in-basket."

Indeterminate (permanent) employment (Emploi pour une période indéterminée – emploi permanent) – Employment of no fixed duration, whether part-time, full-time or seasonal.

Indicator (Indicateur) – One of the elements of the Staffing Management Accountability Framework, indicators are used to measure various characteristics of the staffing system to assess the extent to which an expected result is achieved and the current health of the federal public service appointment system.

Informal discussion (Discussion informelle) – The opportunity for a person eliminated from consideration in an internal appointment process to discuss the decision informally before an appointment is made.

Infotel (Infotel) – A toll-free telephone service provided by the Public Service Commission that allows Canadians to hear the employment opportunities open to the public advertised on the *jobs.gc.ca* Web site.

Internal appointment process (Processus de nomination interne) – A process for making one or more appointments in which only persons employed in the public service may be considered.

Inventory (Répertoire) – A repository of persons who have responded to an advertisement and meet the registration condition(s); however, they are usually not yet assessed.

Investigation (Enquête) – An inquiry into concerns or allegations related to appointment processes or into allegations of improper political activities of employees.

Key success factors (Facteurs clés de réussite) – Infrastructure, processes, practices and actions, as articulated under the Staffing Management Accountability Framework's key change areas that are necessary for the achievement of positive staffing performance.

Language requirements of the position (Exigences linguistiques du poste) – The designation of a public service position, by the deputy head, as bilingual or unilingual, according to the following categories: bilingual, English essential, French essential or either English or French essential.

Lay-off (Mise en disponibilité) – The termination of an employee's services because of the discontinuance of a function, a lack of work or the transfer of a function outside the public service.

Members of visible minorities (Membres des minorités visibles) – As defined in the *Employment Equity Act*, persons, other than Aboriginal peoples, who are non-Caucasian in race or non-white in colour.

Merit (Mérite) – One of the core values of the *Public Service Employment Act*. An appointment is made on the basis of merit when a person to be appointed meets the essential qualifications of the work to be performed, as established by the deputy head, including official language proficiency. Any current or future asset qualifications, operational requirements, and organizational needs as identified by the deputy head may also be considered.

Merit criteria (Critères de mérite) – For the purpose of determining merit for appointments made pursuant to the *Public Service Employment Act*, the four types of criteria are essential qualifications, asset qualifications, organizational needs and operational requirements.

Monitoring and feedback (Surveillance et rétroaction) – The Public Service Commission (PSC) monitors trends and activities to identify government-wide issues and practices that could pose a risk to the integrity of the staffing system. This monitoring includes a wide range of activities, such as data analysis and review of complaints.

The PSC also monitors the performance of the public service organizations that have delegated appointment authorities to assess the general state of the system. The PSC assesses their staffing performance and provides feedback to deputy heads to ensure continuous improvement in the public service appointment system.

The PSC uses the Staffing Management Accountability Framework (SMAF) to review and assess staffing performance and to provide feedback to delegated organizations. The SMAF sets out the PSC's expectations for a well-managed appointment system that respects the *Public Service Employment Act*.

National area of selection (NAOS) (Zone nationale de sélection – ZNS) – Refers to the use of a geographic criterion in an area of selection that includes persons residing in Canada and Canadian citizens residing abroad.

Non-advertised appointment process (Processus de nomination non annoncé) – An appointment process that does not meet the criteria for an advertised appointment process.

Non-imperative appointment (Nomination non impérative) – An indeterminate appointment to a bilingual position that the deputy head has identified as not requiring a person who meets the required level of language proficiency at the time of appointment. Individuals appointed as a result of a non-imperative appointment either meet the language requirements at the time of appointment, agree to attain the required level of language proficiency within two years of the date of appointment or are exempted from meeting the language requirements of the position on medical grounds or as a result of their eligibility for an immediate annuity within two years of appointment.

Non-partisanship (Impartialité politique) – One of the core values of the *Public Service Employment Act*, it is essential to a professional public service and responsible democratic government, and ensures that appointments and promotions to and within the public service are based on merit and free from political influence. It supports the capacity and willingness of employees to serve governments, regardless of political affiliation. It enables employees to provide objective policy advice and administer programs and services for Canadians in a politically impartial manner.

Notification (Notification) – The two-step requirement to provide, in writing, the name(s) of the person(s) being considered for appointment, known as Notification of Consideration, and the name of the person being appointed or proposed, known as the Notification of Appointment or Proposal of Appointment, to persons in the area of selection who participated in an advertised internal appointment process and to all persons in the area of selection for a non-advertised internal process.

Occupational group (Groupe professionnel) – A grouping used for classification, comprising similar kinds of work requiring similar skills.

Officer-level jobs (Postes de niveau d'agent) – Includes jobs involved in scientific, professional, administration and technical functions. Examples include biologists, commerce officers and statisticians.

Operational requirements (Exigences opérationnelles) – A merit criterion that relates to current or future requirements of the organization for the proper functioning of the work unit or the organization (such as work done on weekends, travel, shift work).

Organizational needs (Besoins organisationnels) – A merit criterion relating to current or future needs that could enhance the way in which the organization operates or fulfills its mandate. Organizational needs could include the consideration of employment equity designated group members.

Organizations (Organisations) – In this report, the term «organizations» refers to federal government departments and agencies subject to all or part of the *Public Service Employment Act*.

Personal favouritism (Favoritisme personnel) – Involves an inappropriate action or behaviour by a public servant who, by using knowledge, authority or influence, provides an unfair advantage or preferential treatment to a current employee or to a candidate for employment in the public service.

Persons with disabilities (Personnes handicapées) – As defined by the *Employment Equity Act*, persons who have a long-term or recurring physical, mental, sensory, psychiatric or learning impairment and who consider themselves to be disadvantaged in employment by reason of that impairment, or who believe that an employer or potential employer is likely to consider them to be disadvantaged in employment by reason of that impairment. The definition includes persons whose functional limitations resulting from their impairment have been accommodated in their current job or workplace.

Political activity (Activité politique) – As defined by Part 7 of the *Public Service Employment Act*, political activity includes carrying on any activity in support of, within or in opposition to a political party; carrying on any activity in support of or in opposition to a candidate before or during an election period; or seeking nomination as or being a candidate in a federal, provincial, territorial or municipal election before or during the election period.

Political influence (Influence politique) – Interference in the appointment process, it could include, but is not limited to, interference by the office of a minister or a Member of Parliament.

Post-Secondary Recruitment Program (PSR) (Programme de recrutement postsecondaire – RP) – A program managed by the Public Service Commission that supports organizations wanting to recruit post-secondary graduates from across the country into entry-level positions. The program has two components: a general inventory and a targeted approach through which organizations can advertise specific job opportunities or career choices.

Priority entitlement (Droit de priorité de nomination) – The right to be appointed to positions ahead of all other persons if the essential qualifications are met. There are three types of statutory priorities under the *Public Service Employment Act* (surplus employees appointed within their own organization, employees on leave of absence whose positions have been backfilled indeterminately or their replacements, and persons laid off, in that order) and

six regulatory priorities under the *Public Service Employment Regulations* (in no particular order: surplus employees appointed outside their own organization; employees who become disabled; members of the Canadian Forces who are medically released and members of the Royal Canadian Mounted Police who are medically discharged; employees on approved leave to relocate with their spouse or common-law partner; employees with entitlement to be reinstated to their former group/level; and surviving spouses or common-law partners of employees, members of the Canadian Forces and members of the Royal Canadian Mounted Police whose death is attributable to the performance of duties).

Priority Information Management System (PIMS) (Système de gestion de l'information sur les priorités – SGIP) – The Public Service Commission's Web-based tool that helps to ensure that entitlements to a priority in appointment are observed, as mandated by the *Public Service Employment Act* and the *Public Service Employment Regulations*.

Priority person (Bénéficiaire de priorité) – A person who has an entitlement under the *Public Service Employment Act* or the *Public Service Employment Regulations*, for a limited period, to be appointed ahead of all others to vacant positions in the public service. To be appointed, the person must meet the essential qualifications of the position.

Public service (Fonction publique) – As defined by the *Public Service Employment Act*, the positions in or under the departments named in Schedule I to the *Financial Administration Act* (FAA), the organizations named in Schedule IV to the FAA and the separate agencies named in Schedule V to the FAA.

Public Service Official Languages Exclusion Approval Order (PSOLEAO) (Décret d'exemption concernant les langues officielles dans la fonction publique – DELOFP) – Order to provide for certain circumstances in which a person is excluded temporarily or permanently from meeting the official languages proficiency requirements of a bilingual position.

Public Service Resourcing System (PSRS) (Système de ressourcement de la fonction publique – SRFP) – An electronic recruitment system used to advertise external employment opportunities and receive on-line applications. PSRS includes candidate management functionality such as e-screening of applications, e-communications with candidates, volume management and selection tools, and allows electronic referral of applications to federal public service organizations.

Public Service Staffing Modernization Project (PSSMP) (Projet de modernisation de la dotation de la fonction publique – PMDFP) – A multi-year project to modernize staffing across the Government of Canada. It will put in place a flexible environment that addresses differing organizational needs, provides common staffing tools and support and supports accountability, oversight and the guiding values of fairness, transparency, representativeness and access.

Public Service Staffing Tribunal (PSST) (Tribunal de la dotation de la fonction publique –TDFP) – An independent, quasi-judicial body established under the *Public Service Employment Act*, its mandate is to deal with complaints related to internal appointments, selection for

lay-off, implementation of corrective measures ordered by the Tribunal and revocation of appointments. The Tribunal conducts hearings and provides mediation services in order to resolve these complaints.

Recruitment (Recrutement) – Hiring from outside the public service.

Recruitment of Policy Leaders Program (RPL) (Programme de recrutement des leaders en politiques – RLP) – The program targets and recruits Canadian graduate students from universities within Canada and abroad who have achieved academic excellence, acquired policy-relevant experience and demonstrated leadership skills through their work, volunteer activities or academics.

Representativeness (Représentativité) – One of the guiding values of the *Public Service Employment Act*, it requires that appointment processes be conducted without bias and do not create systemic barriers to help achieve a public service that reflects the Canadian population it serves.

Research Affiliate Program (RAP) (Programme des adjoints de recherche – PAR) – A program that recruits, throughout the year, post-secondary students who require experience in applied research.

Resourcing (Ressourcement) – External and internal appointment activities.

Second language evaluation (SLE) (Évaluation de langue seconde – ELS) – Language tests administered by the Public Service Commission to determine the second official language proficiency of employees and applicants. Includes reading, writing and oral interaction tests that assess the applicants' ability to read, write and speak and understand their second official language in a work context.

Self-declaration (Autodéclaration) – Voluntary information provided by applicants in appointment processes for statistical purposes related to appointments and, in the case of processes targeted to employment equity groups, to determine eligibility.

Self-identification (Auto-identification) – Collection of employment equity information voluntarily provided by employees, for statistical purposes in analyzing and monitoring the progress of employment equity groups in the federal public service and for reporting workforce representation.

Simulations for the Selection of Executives (SELEX) (Simulations pour la sélection des EX – SELEX) – A Public Service Commission assessment instrument that evaluates the Key Leadership Competencies. It is used in selection processes for entry-level executive positions in the federal public service.

Specified term employment (Emploi pour une durée déterminée) – Employment of a fixed duration, whether full-time or part-time.

Staffing Management Accountability Framework (SMAF) (Cadre de responsabilisation en gestion de la dotation – CRGD) – The SMAF sets out expectations for a well-managed appointment system that enables ongoing monitoring of delegated authorities and reporting to the Public Service Commission. It serves as the basis for measuring key success factors, the achievement of results and respect for the appointment values.

Statistical studies (Études statistiques) – Statistical studies are analytical studies that make use of the Public Service Commission (PSC) extensive data holdings in order to provide information to Parliament and the public on issues related to hiring and staffing activities in the federal public service. Statistical studies usually concentrate on describing in analytical terms how the staffing system functions, addressing specific policy or program issues from an analytical perspective and/or providing analytical support to the PSC's oversight functions.

Students Providing Aligned Research and Knowledge (SPARK) (Étudiants contribuant à l'avancement et à l'innovation en recherche – ÉCLAIR) – Program that provides the means to better match the intellectual capacities of students and professors in academia with public service research needs.

Studies (Études) – Studies are conducted to enhance understanding of the staffing system, draw attention to potential staffing issues, and to identify lessons learned and good practices. Since they address issues that need clarification or are of particular interest to Parliament and the public, studies are largely exploratory in nature, bringing together a range of methodologies to explore these topics. While normally more descriptive than audits, studies can both provide guidance to other oversight functions on ways to assess these topics in the future and help improve policies on appointment processes related to these topics.

Sub-delegated manager (Gestionnaire subdélégué) – A person to whom a deputy head has sub-delegated, in writing, the authority to exercise specific appointment and appointment-related authorities that have been delegated to the deputy head by the Public Service Commission.

Surplus employee (Fonctionnaire excédentaire) – An indeterminate employee whose position has been formally declared surplus in writing by their deputy head owing to a lack of work, a discontinuance of a function, a relocation for which the employee does not wish to move, or the transfer of work or a function outside the public service.

Tenure (Durée d'emploi) – The period of time for which a person is employed.

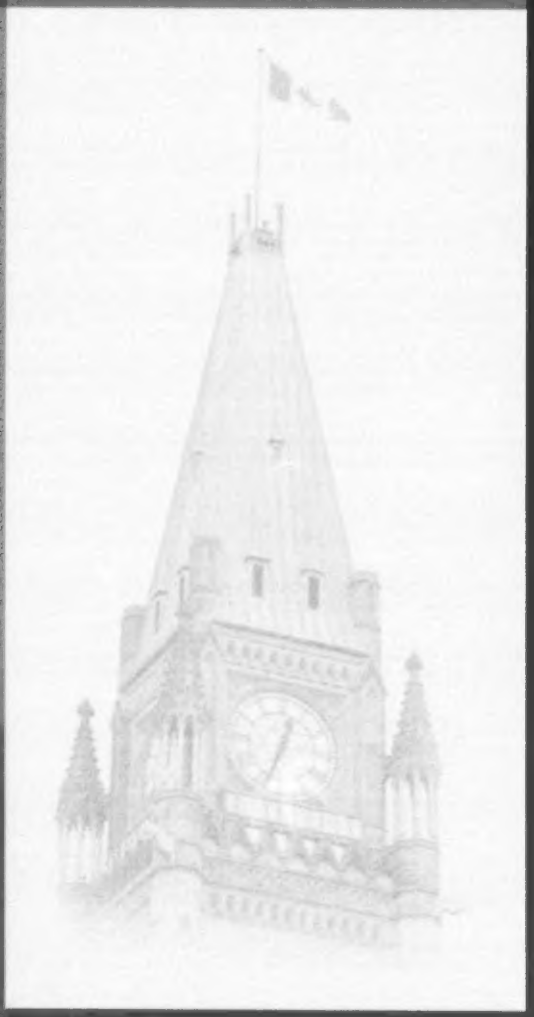
Test of oral proficiency in the second official language (SLE-TOP) (Test de compétence orale dans la seconde langue officielle – TCO de l'ELS) – The test approved by the Public Service Commission that is used to assess a person's ability to speak and understand spoken language in their second official language (French or English).

Transparency (Transparence) – One of the guiding values of the *Public Service Employment Act*, it requires that information about strategies, decisions, policies and practices be communicated in an open and timely manner.

Women (Femmes) – An employment equity designated group under the *Employment Equity Act*.

Workforce availability (Disponibilité au sein de la population active) – The distribution of people in the employment equity designated groups as a percentage of the total Canadian workforce. For federal public service purposes, workforce availability is based on Canadian citizens in those occupations in the Canadian workforce corresponding to the occupations in the public service and is derived from census statistics. Estimates for persons with disabilities are derived from data, also collected by Statistics Canada, in the 2006 Participation and Activity Limitation Survey (PALS).

Biographies



Maria Barrados, President

Ms. Maria Barrados was confirmed as President of the Public Service Commission of Canada effective May 21, 2004. She had served as interim President since November 2003. From December 1993 to that date, she was Assistant Auditor General, Audit Operations, at the Office of the Auditor General of Canada.

Educated as a sociologist, Ms. Barrados has a wealth of knowledge of and a solid background in audit, evaluation and statistical analysis. In 1975, she began her career as a Lecturer and later as a Research Project Supervisor at Carleton University. In March 1985, she joined the Office of the Auditor General, where she held positions of increasing responsibility in the Audit Operations Branch. She chaired executive committees on value-for-money and professional practices, representing the Office of the Auditor General at parliamentary hearings and at meetings with ministers and senior officials. She was responsible for many financial and value-for-money audits, including audit work related to results measurement, accountability, human resources management and public service renewal.

Ms. Barrados is a member and former Chair of the Canadian Council on Health Services Accreditation. She has been a member of the Board of Trustees of the Ottawa Grace Manor and the Ottawa Hospital. She is also on the nominating committee of the Community Foundation of Ottawa.

Ms. Barrados obtained a B.A. with high honours in Sociology from the University of Saskatchewan in 1966. She also has an M.A. in Sociology from McGill University (1970) and a Ph.D. in Sociology from Carleton University (1978).

She is a recipient of the Confederation Medal (1992).

Ms. Barrados is married and has one daughter. She was born in the Netherlands, is a Canadian citizen and lives in Ottawa.

Manon Vennat, Commissioner

Effective June 10, 2004, Mrs. Manon Vennat was confirmed as a part-time Commissioner of the Public Service Commission of Canada, for a term of seven years.

Manon Vennat attended both McGill University, graduating in Civil Law, and the University of Ottawa, where she obtained a postgraduate degree in Public Law. Born in Montréal, she is a member of the Bar of Quebec.

Mrs. Vennat joined the Company of Young Canadians in 1966 as Director of Legal Affairs and Executive Assistant to the Director General. Later, she was Language Programs Officer for the Federal Citizenship Department. She founded *Le Centre de linguistique de l'entreprise*, serving as its Executive Director until 1980. This organization enabled private sector corporations to manage changing linguistic priorities in Quebec.

Mrs. Vennat was Chairman of Spencer Stuart in Montréal until 2005. Prior to joining Spencer Stuart in 1986, Mrs. Vennat was Vice-President, Administration, General Counsel and Secretary to the Board of Directors of AES Data. She has now established her own consulting firm, Manon Vennat & Associates.

Throughout her career, Mrs. Vennat has been very active professionally as well as in the community. She is a past President of the Montreal Board of Trade, the first woman to hold this position, and is currently a director of the Historica Dominion Institute and the immediate past Chair of the Board of Directors of the McCord Museum of Canadian History.

Mrs. Vennat has served on the boards of the Public Policy Forum and the Institute for Research on Public Policy. She has also contributed as a member of the Board of Visitors of Duke University, the Board of Directors of the McGill Institute for the Study of Canada and the board of the U.S.-Canada Fulbright Program. She has served on the Board of Governors of both Concordia University and McGill University, where she remains active as an *Emeritus* Governor. She is also a former chair of the board of Frontier College and a past member of its Foundation.

Mrs. Vennat has acted as a director of several corporations, including Canada Packers, Provigo, The Dominion of Canada General Insurance Company, Empire Life and National Trust. A former member of the Board of Governors of the Montreal Stock Exchange, she is presently a director of McGraw-Hill Ryerson and Greiche & Scaff.

Over the years, she has participated in a number of task forces and advisory groups for the Quebec and federal governments.

In 2001, the Public Policy Forum honored her at a testimonial dinner in recognition of her contribution to public sector management and public policy in Canada.

Mrs. Vennat holds a Ph.D. *honoris causa* from the University of Ottawa and is a Member of the Order of Canada.

David Zussman, Commissioner

On June 10, 2004, Mr. David Zussman was confirmed as a part-time Commissioner of the Public Service Commission of Canada to hold office for a term of seven years.

Mr. Zussman has had a varied career in government, the private sector and in academia and is a recognized authority on public sector management, public administration and public policy. He has been closely involved in some of the most exciting developments in Canada in public sector governance and alternative service delivery over the past 15 years.

In August 2005, Mr. Zussman joined the University of Ottawa as the first recipient of the Stephen Jarislowsky Chair for Public Sector Management. In this capacity, he focuses on research, teaching and public programs in public management, governance and accountability.

Mr. Zussman has served in a number of positions at the University of Ottawa, including Assistant and Associate Dean of Graduate Programs (School of Management) and Dean of the School of Management from 1988 to 1992. During that time he was a Professor of Public Policy and Management and taught in the Executive MBA Program until 2004. He is also an adjunct professor at the University of Canberra (Australia).

From 2003 to 2005, Mr. Zussman was Executive Vice-President and Chief Operating Officer at EKOS Research Associates Inc.

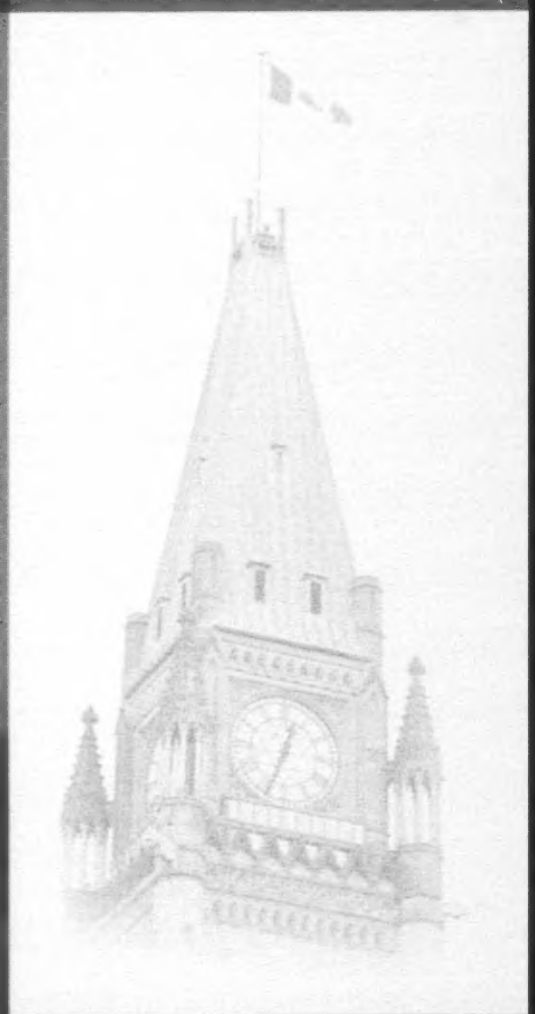
In 1995, Mr. Zussman joined the Public Policy Forum, an organization committed to bridging the gap between government, business, labour and the voluntary sector. He was appointed President in 1996, and remained in that position until 2003.

In 1994, he was appointed Assistant Secretary to the Cabinet for Program Review and Machinery of Government, to help the government implement its commitment to a fundamental review of federal spending. In 1993, Mr. Zussman was responsible for the transition of the newly elected government.

Mr. Zussman has published articles and books on public management and policy making in Canada, and is the author and co-author of many publications, including *Alternate Service Delivery: Sharing Governance in Canada* and *The Vertical Solitude: Managing in the Public Service*. He writes a monthly public policy column for the Ottawa Citizen.

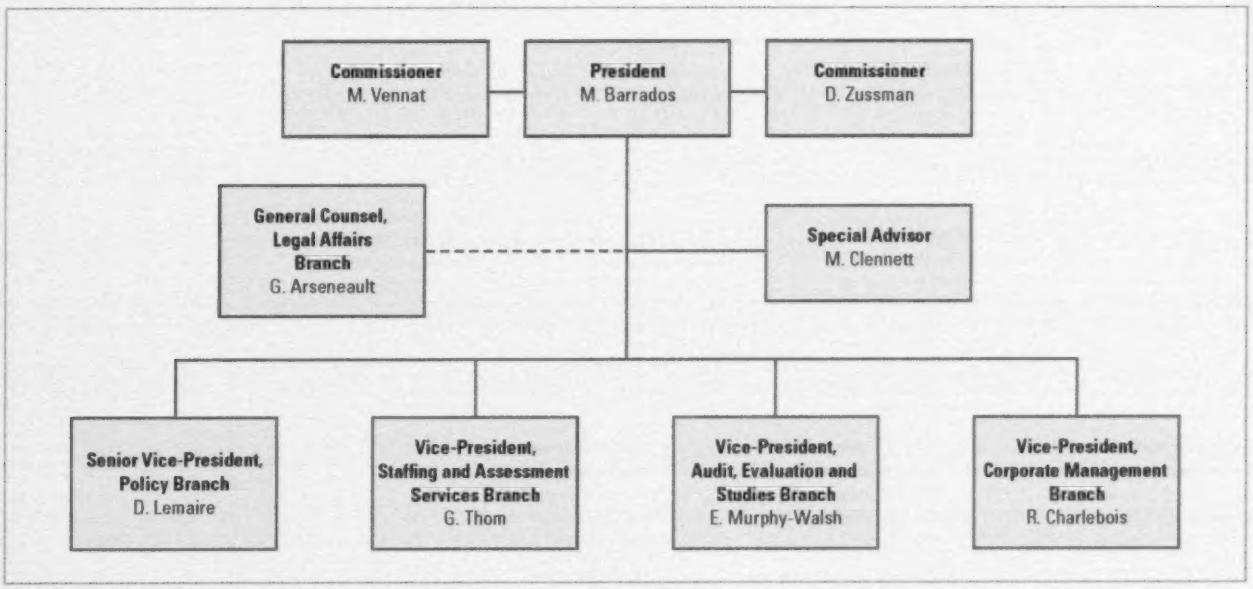
He sits on numerous public and private sector advisory boards and boards of directors. In 2003, he was awarded the Public Service Citation Award by the Association of Professional Executives of the Public Service of Canada (APEX).

Public Service Commission organization chart

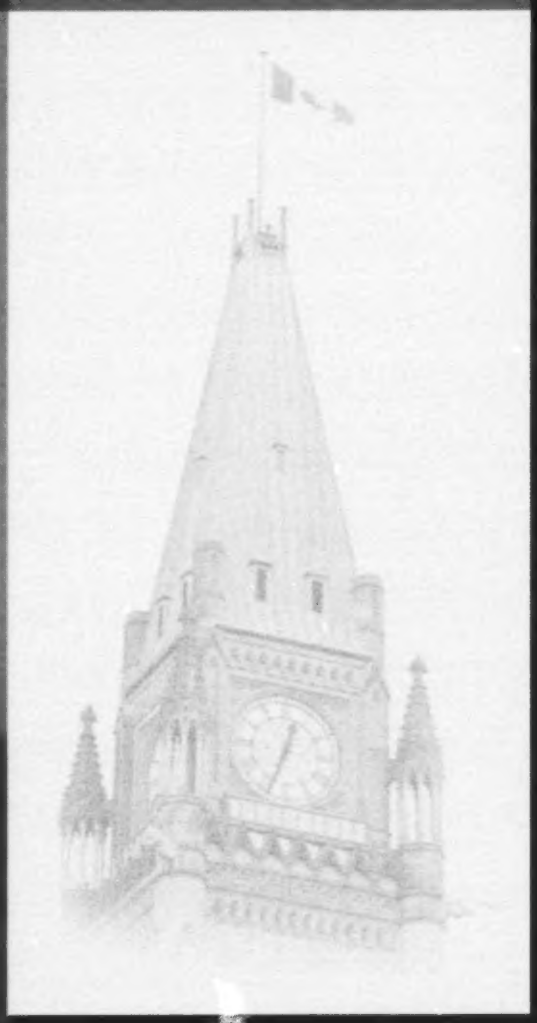


Public Service Commission organization chart

As of March 31, 2010



Offices of the Public Service Commission



Offices of the Public Service Commission

All PSC offices provide services in both official languages.

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PSC Corporate Web site: www.psc-cfp.gc.ca
PSC Recruitment site: jobs.gc.ca
E-mail: infocom@psc-cfp.gc.ca

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Ottawa, Ontario K1A 0M7
Information: 613-992-9562
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Maritime Centre
17th Floor, Room 1729
Halifax, Nova Scotia B3J 3Y6
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InfoTel: 1-800-645-5605
TTY: 1-800-532-9397
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East Tower, 8th Floor
Montréal, Quebec H2Z 1X4
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Facsimile: 514-496-2404
InfoTel: 1-800-645-5605
TTY: 1-800-645-5605
E-mail: Montreal@psc-cfp.gc.ca

National Client Services Directorate (includes National Capital and Eastern Ontario)
66 Slater Street, 4th Floor
Ottawa, Ontario K1A 0M7
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TTY: 613-996-1205
Toll free: 1-800-532-9397
E-mail: Ottawa@psc-cfp.gc.ca

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TTY: 1-800-532-9397
Information: 1-800-387-0776
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